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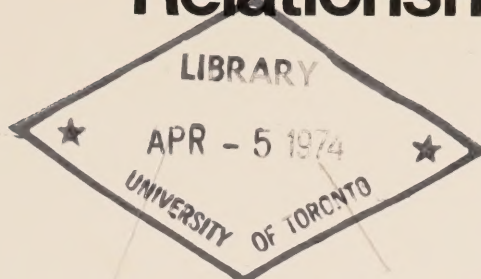
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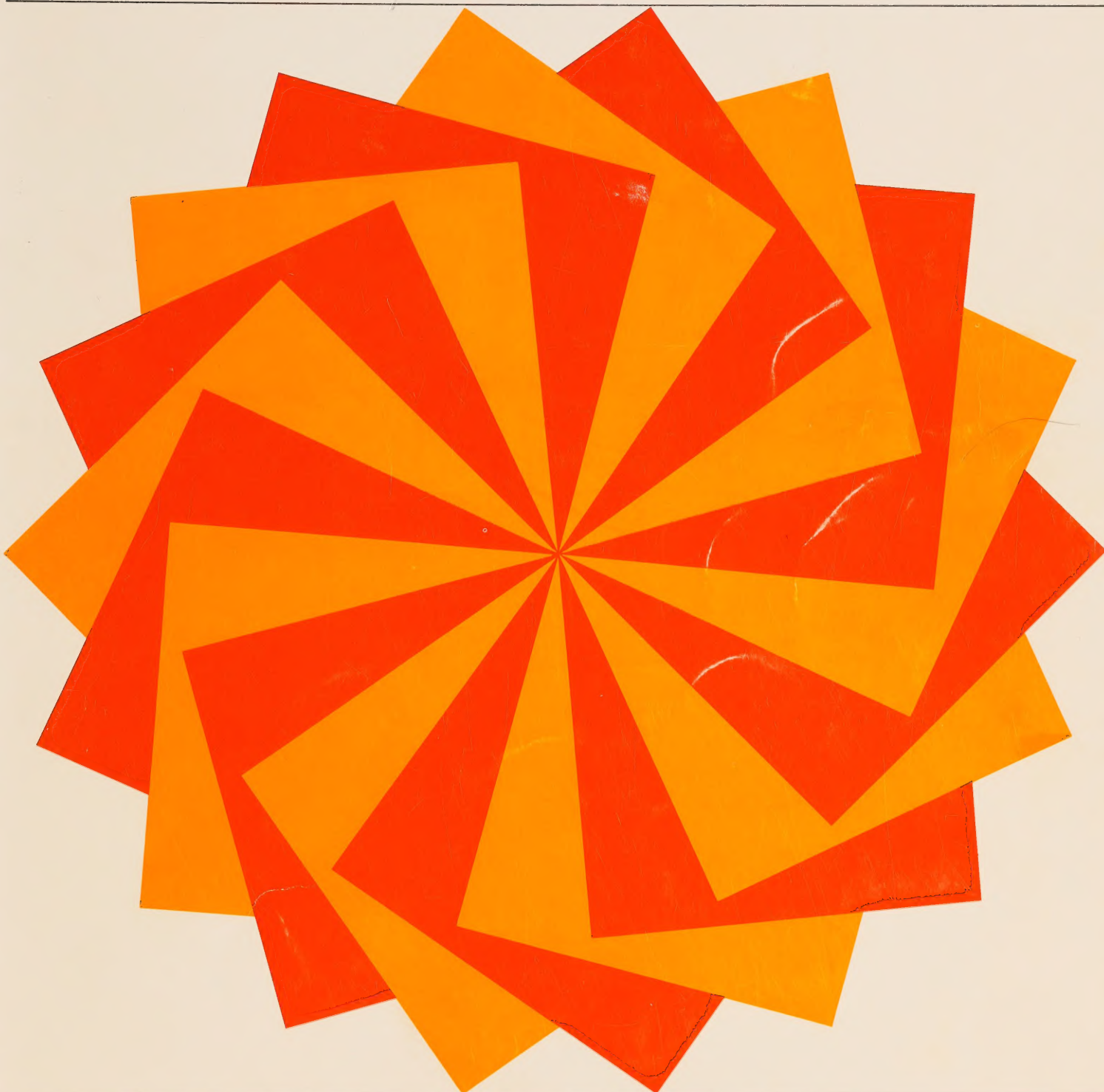
Task Force on
Community and Social Services


January, 1974

Report on Selected Issues and Relationships



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REPORT ON SELECTED ISSUES AND RELATIONSHIPS

Task Force on Community and Social Services
January, 1974



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Community and
Social
Services

January, 1974

The Honourable Rene Brunelle,
Minister of Community and Social Services,
Mr. T. M. Eberlee,
Deputy Minister,
Parliament Buildings,
Toronto, Ontario.

Gentlemen:

We take great pleasure in submitting
herewith the last report of the Task Force on
Community and Social Services, entitled Report
on Selected Issues and Relationships.

H. R. Hanson,
Chairman

J. E. McKnight,
Member

D. MacCoy,
Member

G. Lowery,
Member

PREFACE

The decision to form a Task Force on Community and Social Services was announced by the Honourable René Brunelle in late July 1972. The Task Force was given the following terms of reference:

To inquire into all matters pertaining to the management of the Ministry of Community and Social Services and related matters within Ontario, including:

- objectives and goals
- programs and their mode of delivery
- utilization of human resources
- organizational design and administrative procedures
- relationships with other ministries, governments, organizations and communities

to the extent that, in their opinion, is appropriate; and to make such recommendations that will enhance the efficiency and effectiveness of the Ministry in attaining its objectives and that will assist in the development of Community and Social Services for the people of Ontario.

Since we began this task in August 1972, we have spent a great deal of time talking with people within and outside the Ministry - workers, participants, recipients and observers - who have contributed immeasurably to our understanding of the system. We have received nearly 300 written submissions that have pointed to ways in which improvements can be made. We have conducted, assisted in and commissioned a number of studies and projects on a very wide range of subjects, some broad in scope, others quite specific.

Most of the time of the members and staff of the Task Force has been spent on work within the Ministry that is not directly connected with the preparation of our formal reports. It is our hope that through our involvement with the ongoing work of the system we have been able to illustrate the kind of approach that we think will best serve the Ministry. In many instances we have merely served as a catalyst to help release some of the great and remarkably creative energies that already exist.

By no means do our formal reports deal with all the concerns and suggestions raised with us both orally and in writing. In these reports we have tried to emphasize broad matters of philosophy, direction and management, rather than attempt an analysis of the thousands of specific issues that have been brought to our attention. We have, however, ensured that all these points have been or will be considered by the management of the Ministry. There are some programs in the system, such as those of the Community Services Division, that we have not discussed at length in our reports. This has been the result, not of any neglect of their significance, but of a conviction that, given the degree of coordination and integration that the new structure allows, the general thrust and mode of their operation require no fundamental reorientation.

Whatever value our work has had is largely attributable to the help and cooperation we have received. In a very direct sense the entire Ministry and many people outside in the community and social services system have been a part of the Task Force effort. It would be impossible to list all those who have contributed. To all who have given us their time, effort, ideas, warnings and support, we are sincerely grateful.

Without in any way diminishing our debt to others, we would like to give special thanks to our staff for their indefatigable effort, good humour and valuable advice. It has been an honour and a pleasure to work with Geoff Norquay, Mike Basich, Ginny Cooper, Don Gardner, Barbara Jesson, Millie Klagsbrun and Rusty Polsinelli.

Finally, we would like to acknowledge the support given us by the Minister, the Honourable René Brunelle, and the two Deputies who have served the Ministry during our term, M. Borczak and T. M. Eberlee. We thank them for entrusting to us what has been a challenging and personally rewarding task.

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INTRODUCTION

This report deals primarily with the relationships between the many organizations and agencies that comprise the community and social services system of Ontario. It does not attempt to describe in detail or define authoritatively this very complex system as it now exists: its intention is not to serve as a general reference or informational document. Rather the report deals with the roles played by, and the expectations held for, the major segments of the system.

Special emphasis is placed on the relationship of the Ministry of Community and Social Services to other elements in the system. In this connection we have tried to illustrate how the new organization structure of the Ministry might function in terms of its dealings with other agencies. The new structure that was announced in mid-December represents a substantial step towards the development of the pattern that we recommend in our report on that subject. In order to avoid confusion, we have used in this report the terminology that has been adopted by the Ministry where it varies from that of our previous report.

In addition to the broader issues of roles and relationships, this report also deals with a number of more specific program issues. These issues are chosen from among the many that have been raised with us during the course of our work. They do not necessarily include all the most important of such matters, but they do represent a range of the matters with which the Ministry will have to deal. It is our hope that the way in which we discuss these specific points will help illustrate the kind of approach and process that we think the Ministry should use in resolving the issues that face it.

Readers who are familiar with our previous reports will know that we are convinced of the importance of drawing together the various elements of the social and community services system. Historically, within the Ministry and to a large extent in the whole system for which it is responsible, individual programs have been devised to meet specific identified needs. It is not surprising that the result is a system that contains a number of anomalies and discontinuities. In our view, the system could be much more effective in meeting the needs of the people of Ontario if the existing programs were brought closer together to work in concert towards the attainment of a common goal. Thus, while many programs deserve to be enriched over time, the prime task to which the Ministry should address itself is the broadening, the coordination and, where appropriate, the integration of the many services now provided.

Income security is a crucial field for the Ministry. The goals of the assistance programs, however, are broader than the mere provision of financial aid. Because of the importance of this subject, we deal with it at some length in this report. We try to point out some of the specific relationships with other programs, such as rehabilitation, that must be developed if the broader objectives are to be met.

We have chosen to discuss the field of child welfare services to illustrate the approach that we think the Ministry should take to questions of coordination and integration, and to explain in more detail than was possible in our previous reports the way in which the Ministry structure should function and the role of the Ministry in the system. We have chosen child welfare for this purpose, not only because it is an important aspect of the Ministry's responsibilities and because it presents a number of issues to which we must speak, but also because

it provides an excellent example of a service utilizing delivery agents that affect and are affected by a number of other systems of which some are the responsibility of the Ministry and some are not.

Providing residential accommodation for people who for some reason can no longer live in their own homes is a particularly heavy responsibility. Over the years a number of programs have grown through which the Ministry regulates and assists in the provision of such accommodation and the related programs. It is a field of considerable complexity and variety, about which a number of issues have been raised. We deal with some of the more prominent of these issues in one chapter of this report.

A large part of the social services system is operated by private organizations. The activities of these organizations and the work of the many volunteers associated with these services are essential to the attainment of the Ministry goal. In the last chapter of the report we discuss this field, with particular emphasis on the relationships that the Ministry should develop and foster with this sector of the system.

Since the body of this report was drafted, a number of significant changes have been announced affecting the income maintenance, rehabilitation, day care and homemakers programs. Recognizing that change is constant in a system as complex as community and social services, we decided to submit this report without taking these amendments into account, rather than incur a delay that itself would carry a threat of further obsolescence. We are pleased to note that the amendments that have been made follow substantially the directions that we advocate.

INCOME SECURITY

Through a number of programs, the Province provides income or income supplementation to individuals in need. Workmen's Compensation, Family Benefits, General Welfare Assistance, Student Aid Loans and Grants, housing subsidies and health premium assistance are prime examples. In our previous reports we point out the major responsibility that the Ministry of Community and Social Services has in this essential field. In light of the importance of this area to the attainment of the Ministry goal, we suggest that the Ministry's role should be to maintain a strong interest and influence in the design, level and operation of all these programs and to be prepared to operate programs itself, where necessary, though always with an eye to finding some other organization or mechanism for actually delivering assistance.

Early in 1973 the federal Minister of National Health and Welfare invited his provincial counterparts to join with him in a thorough review of the income security programs of Canada. This review, which is now well under way, carries with it the first real opportunity to rationalize the current fragmented and in some ways anomalous system. Ontario has established a Task Force on Income Security under the guidance of a Senior Steering Committee to carry forward the Province's participation in the nation-wide review. The work of the Task Force has been drawn closely into the Ministry of Community and Social Services as a result of the recent reorganization, and it includes responsibility for harmonizing and rationalizing programs within the Ontario Government as well as working on federal-provincial issues. In our view such leadership in interministerial matters of importance to the attainment of the Ministry goal is exactly the kind of role the Ministry should play.

In recognition of the long-term project that is under way at both the federal and the provincial levels, we have limited our own review in the area of income maintenance. Our terms of reference, however, give us responsibility to comment on the current mode of delivery of the programs for which the Ministry is responsible, to suggest the direction this might take in the future, and to point out a few program issues to which Ministry attention should be directed.

Present Delivery of Income Maintenance Programs

The Ministry currently is directly responsible for two major income security programs, General Welfare Assistance and Family Benefits. The existence of two major programs for providing assistance to people whose other financial resources are either lacking or inadequate has given rise to a variety of problems.

General Welfare Assistance is administered by local governments and by authorized Indian bands. In the parts of the province where these vehicles are absent, the Ministry delivers assistance directly through its field offices. General Welfare Assistance is designed to be the first recourse of people who lack other financial resources. A person in need will typically first approach the municipal welfare or social service office for assistance. If the need is likely to continue for more than a few months, the recipient may be referred to the Ministry to apply for aid under The Family Benefits Act. This Act, administered entirely by the Ministry, provides long-term assistance to certain categories of recipients, such as physically disabled persons and mothers with dependent children. Cases that do not fall within the categories defined in The Family Benefits Act must continue to depend on General Welfare Assistance, even though their

need may continue for years. Separate administrations, workers, application forms, supporting documentation and processes of verification are used for the two programs.

In addition to the provision of basic assistance, which is mandatory and must be provided to those who qualify, The General Welfare Assistance Act gives authority for the discretionary provision of supplementary aid and special assistance. These payments may be made to meet special requirements such as the need for drugs, dental services and home repairs, and to help the recipient to carry the burden of onerous housing costs.* Since this type of assistance is available only through General Welfare Assistance, people who are recipients of Family Benefits, a Ministry-administered program, have to deal with another administration for these special needs. It is the necessity to deal with two delivery systems, and the manner in which the discretionary authority for special assistance and supplementary aid is exercised, that have given rise to many of the problems identified in representations to this Task Force.

Responsibility for Income Maintenance Programs

Before discussing the delivery mechanism, we want to take into account, as far as can be done at this time, the effect that the federal-provincial review may have on Ontario's responsibilities for income maintenance programs. Since the review is expected to be completed in two or three years, it is as yet too soon to speak with any confidence about its outcome. Nonetheless, we must try to identify the most likely possibilities so that we may assess their implications for the delivery system.

* A note on an anomaly created by the design of the provisions for these forms of assistance is found in Appendix A of this report.

The most cautious assumption to make about the outcome of the review is that no fundamental restructuring of programs will occur. If this is the case, even though there may be substantial changes in the conditions and rates of welfare, the organization of the delivery system probably will not be affected significantly. Moreover, it is unlikely that the existing programs will be maintained with a different allocation of delivery responsibilities between the federal and provincial governments.

It may well be, however, that a new mechanism will be devised to serve as the prime instrument for income security in Canada. This could take the form of a guaranteed annual income, or a negative income tax, and it might well be administered in conjunction with the personal income tax. If such a scheme were adopted, it would substantially affect the long-term provincial assistance programs. First, the Family Benefits program could well be superseded by such a plan. Second, over and above the program, provision would still have to be made for long-term special needs, such as those arising from disability and from special dietary or accommodation requirements, and the need for long-term rehabilitation training allowances. Such extra assistance arising from personal circumstances would require some special arrangements for determining eligibility and perhaps for periodically confirming the existence of the need. The supplementary allowance could be provided through the same administration as the basic allowance, or separately. Similarly, it is possible that provision could be made for the supplementation of standard Canada-wide allowances by Provinces that so wished. Again, the plan could be administered in conjunction with the basic allowance, or separately. For both types of supplement it seems likely that administration in conjunction with the basic scheme, at least as far as the issuance of the allowance is concerned, would be undertaken by the Federal Government.

If a separate mechanism were used, it would in all likelihood be a provincial responsibility.

We conclude, therefore, that even if there is a radical restructuring of Canada's income security programs, the Province may well continue to be involved in long-term assistance cases. This involvement will likely include some responsibility for dealing with individuals with special needs and may extend to the actual provision of allowance supplements.

An income supplementation program of the kind envisaged above would not remove the need for a system of providing emergency, short-term and occasional special assistance such as is currently provided under The General Welfare Assistance Act. No long-term program could be expected to be so quickly responsive and sensitive as to fill the needs of all who find themselves suddenly requiring assistance. At this time there is no reason to suppose that the Federal Government would assume responsibility for providing this kind of aid, and we anticipate that the Provinces will continue to deliver such assistance, either directly or through some municipal or other agency.

From the foregoing we conclude that whatever the outcome of program rationalization, at the very least the Ministry of Community and Social Services will continue to have responsibility for ensuring the delivery of short-term, emergency and occasional special assistance. In addition, it may well be responsible for assessing and servicing people with special long-term needs and perhaps for actually providing supplements to these people or to all recipients of a new Canada-wide income supplementation program. If no major changes in respective responsibilities result from the federal-provincial review, the Ministry will, in addition, continue to be responsible for designing and ensuring the operation of

a long-term assistance program for the needy. All this, of course, is concerned with the actual delivery of assistance. The Ministry will have a continuing responsibility to be concerned with the development of policy and the assessment of the effectiveness of operation of these and all other income-affecting programs of both the Ontario and the federal governments.

Necessary Characteristics of the Delivery System

We turn now to consider the characteristics that should be displayed by the system charged with fulfilling Ontario's delivery responsibilities. First, it is essential that a person in need of assistance should be able to find that aid without undue difficulty. Accessibility is therefore an important characteristic.

Second, for accessibility to be realized, the service must also be widely known and easily understood. No one should be prevented, deterred or delayed in receiving assistance because of geographic location or lack of information or awareness, or because of needless complexity in the system.

Third, assistance should be dependable. Administration should not be capricious but should reflect the consistent application of reasonable policy based on sound law. Once an individual has been granted assistance, he or she should be confident that it will continue as long as circumstances remain the same.

Fourth, assistance should be provided in a manner that is positively supportive of human dignity. Discourtesy, discomfort, harassment or condescension directed towards an applicant or recipient is inexcusable. Any elements of the system, its design or delivery that

project or reinforce a recipient's sense of failure must be eliminated. Aid should be delivered in a manner that is in fact, and is also perceived to be, a constructive element of a program that leads from that point of need to a growth of self-reliance and fulfilment.

It follows, therefore, that, fifth, the assistance program should have close and effective links to all other elements of the social service system. In addition, it should be able to provide options to accommodate those instances where a service might be of more assistance than just cash.

A sixth characteristic of the assistance program is that it should be able to respond quickly to need. Both hardship and anxiety are relieved by speedy alleviation of the problem.

Finally, the delivery system should be as efficient as possible. Efficiency in this field should be understood to involve more than mere measurement of administrative cost per dollar of assistance given. The need for assistance is often a symptom of a more complex problem. The resolution of that problem or the mitigation of its effects is the goal of the welfare and social service system. Here indeed is a field where the expenditure of time and effort directed towards rehabilitation and self-reliance is a genuine and valid investment that is beneficial to all - recipients, workers and taxpayers alike. It is within this context that efficiency should be gauged.

Alternative Delivery Agents

Following this general view of the Ministry's present and future responsibilities and the necessary characteristics of the delivery system, we shall next

consider the alternative mechanisms that may be used for discharging that responsibility. Unless it is decided that the provision of income maintenance should be contracted out to private organizations - an alternative that we believe to be quite inappropriate - the choice of an agent is between local government and the Ministry.

Most of the arguments on both sides of the provincial/local responsibility debate are well known. In support of a substantial local involvement, it can be said that historically welfare has been a local matter growing out of private and parish charity. Conditions, expectations, needs, and community values and priorities vary to a degree that would be impossible to accommodate within a province-wide scheme. It is widely believed that communities should be concerned with the welfare of their inhabitants and that responsibility therefore should be local. Moreover, it is argued that local government cannot be expected to be comprehensive and complete if it does not have some responsibility for taking this field into account in setting priorities. As long as any social services remain a local responsibility, there will be advantages of coordination, cooperation and integration if as many of the programs as possible are administered within a single jurisdiction.

Local government is often portrayed as being more accessible than provincial government, in that those who are politically responsible are close to hand. In addition, welfare is a direct personal service and should be administered by the level of government that is most immediate. Some suggest that local government is better able to respond quickly and sensitively to need than is a provincial or federal government, which characteristically has more complex and hence more time-consuming systems for decision-making. The full-time local social service administrators feel that they can usefully play

a more significant role in the provision of aid, and they have made a formal representation to the Ministry in this regard. It has been put to us that local administration is more alert than the provincial government and has closer and more frequent contacts with recipients. In addition, it is held that local administrators are more sensitive to the financial implications of their decisions and are more cautious in the distribution of the taxpayer's money than are provincial civil servants.

There are, of course, a number of arguments put forward to limit or even eliminate the responsibility of local government in the provision of assistance. The broad philosophic argument is that welfare is a provincial responsibility and that the Province has an obligation to ensure that people everywhere in Ontario will receive the same treatment and benefits when in need. Why, it is asked, should concern for the local mill-rate determine whether or not someone will be provided with the eyeglasses or teeth or homemaking services that he needs? The traditional argument of services to people and to property is invoked to question the appropriateness of requiring property tax to bear part of the burden of a social program. The need for short-term welfare assistance is affected directly by general prevailing economic conditions, which municipalities are well-nigh powerless to influence. Why, then, should municipalities have to deal with the casualties of the economic policies of senior governments?

Many local administrators, it is claimed, are concerned more with saving money than with filling need, and local attitudes towards welfare in many areas are reflected in an administration that is mean, arbitrary, combative, grudging and destructive of dignity. Many municipalities have demonstrated that they are not interested in developing an effective local social service system by failing to make use of the opportunities now

available to them under permissive legislation. Some claim that local government is too close to recipients to provide the objective, impersonal decisions required for sound administration of the law. Municipal social service departments are typically staffed by people with little if any relevant training and are often too small to permit specialization or the development of that range of services and resources that can most effectively help those in need. Simultaneously, there is an apparent reluctance on the part of a number of municipalities to combine into larger units that would offer wider, improved service.

Supporters of this line of argument also point out that provincial administration is not necessarily slow and remote: a centralized regional system could be as aware of and sensitive to local conditions and problems as a locally directed administration. In addition, it is pointed out that provincial civil servants are just as much a part of the communities in which they work and live as are civic employees. With provincial administration it would be possible to ensure a province-wide uniformity of treatment and benefits, so that people would not be effectively penalized for living in one locality rather than another. Certainly some discretion could be given to provide service over a standard minimum level, but that discretion could be exercised in an impersonal and objective manner. With the resources available to a provincial administration, it should be possible to provide ancillary supportive services at a level and with economies of scale unattainable by local government.

Unfortunately for anyone required to define the appropriate roles, there is a degree of validity in each of the arguments; the issues cannot be resolved satisfactorily from a basis of "overwhelming arguments" on one side or the other. Nor can a review of arrangements in other jurisdictions lead to inevitable answers.

Certainly there is a discernable trend across Canada towards the assumption by provincial governments of responsibility for the administration of welfare programs. The question that arises, however, is whether there is sufficient similarity between Ontario and the other provinces to warrant using the experience elsewhere as a precedent and guide. In our view Ontario is sufficiently different to invalidate most of the arguments of comparability with other provinces. Its geographic size and diversity are matched only by Quebec; its population, by none. To us there is validity in the proposition that changes in magnitude can have significant implications for the nature, design and delivery organization of social programs. Hence it is important to understand the significance of the fact that Metropolitan Toronto alone has a larger population than that of all four Atlantic provinces combined. This difference in scale diminishes greatly the usefulness for Ontario of the models presented in most other provinces. Quebec's recent transformation of its welfare system, bold and imaginative though it may be, was developed from a social history and a set of traditions and circumstances quite distinct from those of Ontario. Thus, while we may learn much from experience elsewhere, we cannot rely on that experience to provide the design of a system that will suit Ontario's circumstances and fill its needs.

Recommended Allocation of Responsibilities

The next point to consider is how the Ministry should allocate the responsibilities that it has and is likely to have in the delivery of income maintenance programs. If, as we think possible, the bulk of the long-term income security responsibilities will be subsumed in a more comprehensive program administered in conjunction with the tax system, the main responsibilities of field staff will centre on such functions as counsel

and advice, information and referral, and the provision of assistance for special needs not included in the basic security program. The effective discharge of responsibilities of this nature cannot be accomplished through a large centralized system. Functions such as these require close contact between worker and client and hence must be as geographically widespread as possible, so that access of client to worker is facilitated. To be effective in the role of facilitator, advisor and expeditor, the worker must have maximum access to and information about other systems, as well as the authority to make decisions based on needs as agreed upon with the client. Hence responsibility and authority for decisions regarding cases should be decentralized. In addition, the people working in the system should be as close as possible to those responsible for providing specialized services.

It is our view that, wherever possible, these services should be provided by local government administration. We are convinced that most of the regional government social service administrations and some of the district and county systems are already sufficiently mature and sophisticated to provide service in a manner sufficiently conducive to the attainment of the Ministry's goal. In our Report on Ministry Role and Capabilities we suggest that the Ministry divest itself of direct delivery responsibility wherever some other equally effective vehicle of delivery is available. Accordingly, we recommend that the Ministry begin a process of increasing the role played by certain municipalities in the delivery of social security.

By no means are all local welfare administrations yet in a position or a condition to assume further responsibilities. Indeed, many have not demonstrated sufficient commitment or ability to discharge satisfactorily the

responsibilities they already have. The Ministry's approach to situations like these should be based on the premise that the most important consideration is the effect of the system on people, not the preservation or development of the system at the expense of recipients. For example, the desire for the development of strong, responsible local government with authority to make a wide range of decisions and to set priorities among as broad a range of programs as possible is important and laudable, but it must be held secondary to the effective discharge of those responsibilities within provincial competence that affect the attainment of the Ministry goal. Thus, in those parts of the province where local welfare operations are inadequate, the Ministry must do all in its power to encourage, persuade, cajole, require and enforce improvement. Where intransigence or geographic and demographic factors make even these measures ineffective, the Ministry should resort to direct administration, though only where absolutely necessary.

We think that these principles should be applied even if there is no fundamental change in the nature of the income maintenance programs as a result of the current review. If the Family Benefits program is continued or replaced with a similar scheme, we see no reason why it cannot be managed in the field by local social service departments that have demonstrated competence and commitment. Such an arrangement, accompanied by consolidation of administrative forms, would bring about the practical advantages of integration of programs and provide continuity and range of service from one worker to a recipient. Appropriate training would have to be undertaken and controls employed, probably in the form of statistically valid sample audits. The use of computer terminals linked to a central registry and cheque-issuing capability is as feasible in a system such as this as in one operated solely by the Ministry.

In relation to the income maintenance responsibilities that Ontario is likely to have in the future, this administrative structure would result in the following division of responsibilities between the Ministry and local government:

- Short-term assistance would be provided by local government except in those areas where the Ministry must deliver this directly to ensure adequate services.
- Assuming either a new tax-related program or a continuing, though perhaps modified, Family Benefits scheme, long-term cases would be managed by selected regional and amalgamated county or district units where these have demonstrated sufficient maturity, and by the Ministry elsewhere.
- Supplementation of basic long-term benefits would be provided by the administration responsible for dealing with the ongoing management of long-term cases.

There are several implications of such an approach to the division of delivery responsibilities. First, there will not be a uniform division of responsibility across Ontario. In some areas the Ministry will divest itself of nearly all responsibility and capability for direct delivery of income maintenance, with a consequent decrease in field staff. In some areas the Ministry may have to assume a larger role than it currently does, extending even to the direct operation of certain programs. Elsewhere there may be a mixture of provincial and local responsibility.

Second, the Ministry will have to develop sound and effective ways of measuring the effectiveness of

delivery of services. At present in Ontario there are no accepted objective criteria and quantitative data are inadequate for assessing actual delivery. Considerable effort will have to be expended in developing the theoretical framework and practical means of evaluation. In addition, the Ministry will have to increase substantially its capability to encourage and advise on the development of local services. Wherever the Ministry is delivering services directly, it should keep in mind the long-term objective of encouraging the development and growth of a local delivery agency that can eventually assume responsibility for the whole range of programs. If this mandate is to be taken seriously, it will probably not be enough to rely solely on persuasive and permissive techniques. Greater use will have to be made of mandatory standards, as well as compulsory amalgamation into larger administrative units. In connection with this latter point, we are convinced that regional, county or district units that include cities and separated towns will be the smallest bodies capable of providing a satisfactory level and range of service.

Finally, under the new dispensation there will have to be a revision in the financial arrangements entered into with the municipalities. In this connection there are a few general points we would like to make. The current arrangements are not really appropriate and lead to anomalies that can obviously have harmful and inequitable effects (an example is given in Appendix A to this report). One criterion that should be applied in the devising of the financial arrangements is that they should not unduly influence the choice of optional services that may be used to help individuals in particular circumstances; that is, they should not provide a financial deterrent to the provision of certain services or of services to certain clients. For example, under the current provisions there is no financial

advantage to offset the cost to a municipality of providing day care for the children of a mother receiving Family Benefits, for any reduction in allowance that may result from the mother being free to work accrues to the provincial program. A situation such as this can easily lead to the setting of priorities for admission to day care facilities that give complete precedent to General Welfare recipients or prospective recipients over recipients of Family Benefits. Future financial arrangements should neutralize such effects.

Moreover, since different administrative arrangements are envisioned for different parts of the province, financial arrangements must be flexible enough to be adapted to varying circumstances. It may be necessary, for example, for the Ministry to charge certain municipalities for the provision of services that they are unable or unwilling to provide. Simultaneously, those municipalities that take on the management of a broader range of programs must be compensated for this expense. We think that as a general rule municipalities should be compensated quite highly for the provision of mandatory services. The mandatory services will be those that concentrate on the provision of the basic income level and those designed to help individuals and families provide these basics for themselves. Programs that have the direct effect of reducing the need for mandatory services, even though provided at the option of the municipality, should be heavily subsidized by the Province. Where services are not closely identified with directly reducing the need for mandatory programs, and where the services are provided to a broad cross-section of the population, the local responsibility for funding should be greater.

Provision of Special Assistance and Supplementary Aid

As we mentioned earlier, there exist a number of problems associated with the way in which special assistance and supplementary aid are delivered in the current system. These items are the extra amounts of aid that can be given, at the discretion of the General Welfare administrator, to people who require it for such items as drug costs, dental work, peculiarly onerous housing costs and eyeglasses.

Under the present dispensation all recipients of welfare allowances must look to the local welfare office for money to buy drugs prescribed by doctors, as well as such items as eyeglasses and dentures. Some municipalities have introduced policies and administrative devices that go far towards ensuring that recipients' needs in this area are met. Unfortunately, many municipalities have not. The result is that, depending upon where they live, people may be treated quite differently when they request funds for such an obviously basic need as prescribed drugs. Another result of the current arrangement is that local welfare officers are being asked to make what are in effect medical decisions. We suggest that it is quite unfair to impose such decisions on these officials.

It is our conclusion that certain of the items that are currently provided at the option of the local General Welfare administrator should be made mandatory. In principle we support the proposition that levels of welfare benefits should reflect changes in both costs and standards of living. This idea is by no means new. Telephones once thought of as conveniences and televisions as luxuries are now generally viewed as useful and appropriate facilities for any family, whether they are welfare recipients or not. Surely it is time that medically prescribed drugs and appropriate dental care

were treated as necessities and that their provision to recipients was made mandatory.

Another aspect of the current system that we find inappropriate is its effect on recipients of provincial benefits who are required to deal with the local welfare office in regard to special aid and supplementary assistance. This is just one of many examples of the inability of the system to deal sensitively with people as individuals. One way of helping make the system more simple and understandable, and simultaneously more humane, is to increase the number of services that can be provided by a single agency.

This leads to the question of what is the appropriate vehicle for delivering supplementary benefits. A case has been made for continuing the provision of drugs and other special assistance and supplementary aid to all recipients through the General Welfare Assistance administration. The argument supporting this position says that the essential purpose of General Welfare is to provide emergency aid, that most of the items provided are of a short-term nature, and that it would weaken the system if these responsibilities were removed from it. In addition, at least in respect of drugs, it is suggested that local administration would be cheaper than provincial administration. Finally, it can be argued that it would be a warping of the Family Benefits administration to make it responsible for the provision of anything other than regular, long-term assistance.

An argument counter to the above suggests that many items of special assistance and supplementary aid are not emergency, short-term items. Drugs for the aged or disabled and for many others are likely to be steady, continuing needs. Similarly, extra assistance with unusually high housing costs is not an emergency, one-time item. Thus, if some of these items were delivered to

Family Benefits recipients through the Family Benefits system, it would not necessarily erode the *raison d'être* of the General Welfare program, nor would it replace other long-term programs. In addition, it can be argued, provincial administration is not a priori more expensive or more extravagant than local administration. Finally, a point can be made about the convenience to the client. Surely it is better for the recipient to deal with one worker, not two, and to be involved with a single system, not split between two whose approaches and policies may vary significantly.

In addition to the foregoing arguments, it has been put to us that the Province ought to look after its own clients completely and let municipal welfare offices get on with the job of looking after theirs. We reject this argument and deplore the attitude that underlies it. Unfortunately, however, this attitude of "ours" and "theirs" on the part of some administrators and local councillors is a reality that is reflected occasionally in the service given and the policies adopted.

On balance we find convincing the arguments urging the provision of additional assistance to long-term recipients through the mechanism used for the basic continuing allowances. If the field workers dealing with Family Benefits cases are able to assist their clients with a broader range of needs, there will be a greater likelihood that those clients will be better off. In our view the larger the arsenal of options a worker has at his or her disposal, the greater is the chance of finding, in consultation with the client, that combination of goods and services that will be most beneficial. Administrators of General Welfare Assistance should continue to provide the additional assistance to recipients of the program. If management of Family Benefits cases (or whatever long-term program may supercede Family Benefits) is assigned to certain local administrations, these local

authorities will continue to provide this assistance. If provincial administrators have continuing responsibility for short or long-term cases, they should have the authority and responsibility to provide this service.

We are aware that the distribution of responsibilities for social assistance that we propose puts a heavy burden on local welfare administrations and the councils to which they are responsible. It is our view that the involvement of many, indeed perhaps each and every citizen, is important to the attainment of the Ministry goal. We think that if, as has sometimes been suggested, local attitudes are parochial and biased, positive change cannot be effected simply by removal of responsibility. Rather, it would seem that, having that responsibility, the Province can offer a full measure of support through subsidies, training, standard setting, and review and appeal measures. It can also, without using the municipality as a buffer, require accountability at the local level.

Increased education and understanding of welfare issues by all citizens are requisite to the kind of responsible role and changes we would like to see. It is also important to recognize that social assistance is but one avenue of approach to the solution of individual problems. It is not the best solution in all situations; often supportive services or alternate choices are required. The latter lend themselves, by and large, to local innovation and delivery. Thus we recognize the importance of the continuance of municipal delivery of social assistance as a base for the development of other social resources reflecting local conditions, needs and capabilities. Strong, competent, committed, innovative local social service units are the keystone on which the system should be built.

Vocational Rehabilitation

One subject that is inseparable from considerations of income maintenance is employment. Such factors as prevailing and minimum wage rates, work incentives, training allowances, allowable earnings levels and expense deductions are considered carefully in the design of income maintenance programs. In recent years, government has been paying increasing attention to the linkages between the employment and income maintenance systems, with the result that a number of new programs have been introduced. One of the most important of these linkages, and one for which the Ministry of Community and Social Services has a direct responsibility, is vocational rehabilitation.

Rehabilitation in the narrow sense means restoration to a former state. In the employment context, it involves aiding handicapped people who have lost some aspect of their regular functioning through injury or disease and require a replacement of some sort for the diminished capacity. Various prosthetic devices and aids as well as training, retraining or specialized job placement have been used to assist these people to adjust to normal daily living and vocational pursuits.

In a broader sense, the one in which it is used here, rehabilitation includes provision of services to people who have not lost capabilities but rather never really had them because of low expectations, lack of prior training, or life-long disability. In this connection, service is provided to the retarded and to those suffering severe congenital deformity.

The Ministry has three programs that have some impact on rehabilitation. The largest and most highly specialized is the vocational rehabilitation program of what was the Rehabilitation Services Branch in the former

organization structure. Operating under the terms of The Vocational Rehabilitation Services Act, the service has been specialized in terms of both clientele and program. It is clearly directed to helping the disabled person, so defined medically, in terms of a vocation. As a result a socially handicapped person is eligible only if medical or psychological diagnosis verifies the disability. Thus a physically and mentally normal person who is receiving General Welfare Assistance or Family Benefits cannot be given service under the program.

In a second program, provision is made under The General Welfare Assistance Act for rehabilitation, restoration or training to be given as an item of special assistance. Perhaps because the Province shares special assistance costs on only a 50-50 basis with the municipalities, no great use has been made of this rehabilitation provision. The training financed under this provision tends to be specific and short-term, leading directly to employment. Training to upgrade skills has usually been unacceptable. The Work Activity Projects provisions allow a municipality to institute arrangements where people who have not developed marketable skills and work habits can be employed in an environment conducive to developing these assets. This program too, has been little used, probably as a result of the cost-sharing provision, the administrative difficulty of organizing and operating such projects, and uncertainty or scepticism about the program's effectiveness.

The third program is operated under The Family Benefits Act. Provision is made for offsetting against other income certain expenditures relating to training. The Act does not provide for increases in allowances to pay for the cost of taking courses and associated expenses. One of our studies indicated that most of the Family Benefits recipients interviewed who were interested in taking training had not the slightest idea where to

go for help in this regard and had a sense that the system deliberately deterred them from changing their status.

The picture that emerges is not encouraging. First, the rehabilitation services program of the Ministry, which claims a high success rate and a long waiting list, is the only one with a highly specialized, professional staff. Its clientele is limited to the physically and mentally handicapped, leading to the macabre anomaly that eligibility may be dependent upon the absence of a couple of fingers. Second, the provisions for training under The General Welfare Assistance Act have not been markedly successful in encouraging municipalities to exploit them, and it is reasonable to presume that where they are used preference is given to recipients of General Welfare. Third, recipients of Family Benefits receive no encouragement from the design and little from the administration of the program to move to a position of greater self-reliance. Finally, no mechanism exists to broaden the impact and share the expertise of the small cadre of specialized rehabilitation workers in the Ministry.

There is no question that the Ministry's rehabilitation program has attracted and developed a group of highly skilled, specialized professionals. Rehabilitation work requires skill and knowledge ranging through human behaviour, interpersonal counselling, medical and educational resources, organizational dynamics, community development and the labour market. The rehabilitation process involves a range of dynamics that the professional must orchestrate very carefully. Such skills will always be in short supply, and we doubt if it will ever be possible to hire or train enough qualified specialists to do all the work for which there is a need.

The reorganization of the Ministry provides an opportunity for increasing the operating effectiveness of the rehabilitation specialists. We are convinced that a number of the steps in the rehabilitation process can,

with appropriate supervision and consultation, be performed by non-specialists or paraprofessionals. Implementing such a change will require a substantial amount of work in such areas as analysis of work, training of staff, and consolidation of forms. It will also require a greater commitment to a common goal on the part of staff than has heretofore been evident.

In our view, the time has come to broaden the scope of the rehabilitation program. Medically verified disability is too narrow a criterion for eligibility. The appropriate steps should be taken, including changing the cost-sharing arrangements with the Federal Government, to allow access to the program to people who, though sound in mind and body, are in need. Among the mothers with dependent children on the Family Benefits rolls, there are many who would welcome a chance to gain or refurbish and then utilize the skills required for financial self-reliance. To assist such people, and others who could similarly benefit, it will not be sufficient merely to consider the rehabilitation program alone. The whole area of work and training incentives in the income maintenance programs will have to be carefully re-examined. We are pleased to note that this area is identified for specific attention in the income maintenance review that is now under way.

It is frequently suggested that the vocational orientation of the current program is unnecessarily restrictive in that all assistance, from prosthetic devices to training, must have employment as a goal. There are many people who could benefit from the assistance provided in the program and consequently live more fulfilling lives, even though they may not be able to gain employment. For such people assistance is currently available only under the special assistance provisions of General Welfare.

Though programs of this nature are fully consistent with the Ministry goal, we question whether it is advantageous to expand the current rehabilitation program to include them. There would appear to be advantages to utilizing the skills of the rehabilitation staff in connection with restorative and prosthetic devices, and such a change need not necessarily be accompanied by a complete withdrawal of municipal responsibility for cost sharing. For the other aspects of the program, such as counselling and training, we think that the system responsible for serving financial need should develop the appropriate programs and services. In our view initiatives pursued through self-help groups, suitably supported, would go far towards achieving many legitimate objectives.

Part of the mandate of the rehabilitation workers in the new structure should be the overseeing and encouragement of the development of vocational programs at the municipal level. It is important that maximum advantage be taken of the professional expertise of these specialists. In time, with the transfer of increased responsibility for delivery of income maintenance programs to certain municipal jurisdictions, the Ministry should add the vocational rehabilitation program and the expertise of the workers to the expanded arsenal of resources that will be amassed at that level. In those parts of the province where such a transfer takes place, the Ministry will have a supportive, consultative and supervisory role. Elsewhere, of course, the Ministry will be obliged to continue the delivery of the programs directly through its field staff.

It seems clear that some incentives are necessary in programs of rehabilitation, employment orientation and training. The incentives may be at least two-fold. First, if a low rate structure is built into the social assistance

program, the discouraging level of assistance will encourage those who can to seek employment. Second, training allowances and expenses can be added to the assistance so as to improve the net economic level. The first of these incentives is reflected in the current rates of General Welfare Assistance and Family Benefits Allowances. Much remains to be done in regard to the second component. In this connection we suggest that any imaginative, innovative or even mundane or simple approach that can be arranged between a municipal welfare authority and a recipient should be supported. We suggest that "work-fare" measures as agreed alternates to basic social assistance are not out of place. By "agreed" we mean negotiated and approved by both parties - the recipient and the administrator. Thus we see authority extended to the municipal administration to effect any arrangement that may be appropriate and to pay the additional costs thereof as necessary.

As a specific application of the above, the preclusion now existing in the General Welfare Assistance regulation about attendance "as a day student at any educational institution" should be removed. Also in this context we suggest that where, in the opinion of both the administrator and the applicant/recipient, it is appropriate that education at a post-secondary level be undertaken, there be no barrier to social assistance supporting that person and his or her family. In our view, the stated reasons for the present objections - "this is an educational matter" or "there are thousands of potentially eligible persons" - are of much less significance than the objectives. When the opportunity presents itself, the social service and social assistance system should make the earliest possible intervention and impact. Administrators should not sit back and say that such concerns are the jurisdiction of another system. It should rely on that other system and work with it, but

support and supplement it where appropriate, and if necessary fill the gaps. Opening the door, as we suggest by agreement between the parties should lead not to abuse but rather to the kind of meaningful service that yields positive results.

Some Issues in Income Maintenance

During the course of our work, we have had literally hundreds of suggestions, both written and oral, about changes that could be made in the present income maintenance programs. The suggestions have covered almost every aspect of the system: rates, mode of delivery, eligibility, forms and relationship with other programs. Except for those that were submitted to us in confidence, we have made all the recommendations available to the Ministry. Many of them have already influenced the existing programs and the way in which they are or will be delivered.

In light of the mechanism established for the consideration of these suggestions, the process of review of the whole income maintenance system now in progress, and indeed our perception of our mandate, it is not our intention to deal specifically with the details of the current system. We would like to point out, however, a few areas where improvements could be made. None of the suggestions is novel, all are consistent with the Ministry goal and objectives and with the principles set down in Ontario's "Perspectives on Income Security", and all could be implemented without jeopardizing any substantial overhaul of the system that may be forthcoming.

1. Processing Applications and Record Keeping

The two current major programs, Family Benefits and General Welfare Assistance, provide "needs tested" social assistance. Needs testing is a requirement for federal cost-sharing under the Canada Assistance Plan. Theoretically, and to a marked degree practically, the needs test approach assists in the allocation of scarce resources to those whose need is greatest. Needs testing does, however, require considerable administrative control and action, some of which may be disproportionate to the advantages gained. Characteristic of needs testing is complexity and a degree of detail necessary to ensure equity and uniformity of treatment, as well as adherence to the provisions of the Canada Assistance Plan.

Since the two programs were initiated in 1967, the introduction of provisions for appeal processes and precedent-setting decisions of the courts have tended to result in further legal complexities. These safeguards increase the burden of administration and add to confusion and misunderstanding by administrators, workers and recipients. It is our view, however, that the removal of complexities in needs testing is not realistic without the provisions of an undue degree of administrative discretion (which, even where wisely and humanely exercised, would not necessarily increase understanding) and significant leakage in regard to allocation of resources to persons with greatest need. Our suggestions for simplification, therefore, are directed to areas other than the financial regulations.

In a previous section we note the inter-relationships of the General Welfare Assistance and Family Benefits programs, and the fact that many recipients must deal sequentially and sometimes simultaneously with each. Each program has separate application forms, supporting documentation, processes of verification, and other administrative practices.

Some effort to standardize forms has already been made by provincial and municipal staff. Positive results may be achieved through re-examination of procedures, such as elimination of a second application for purposes of transfer to the provincial program. We strongly support these efforts, provided that the need for a proper balance of expediency and sound controls is recognized. Similar approaches have been proposed to permit the obtaining of documentation or information for the provincial program by designated persons such as staff of a municipal social services unit or of a Children's Aid Society. Here again, we encourage such forms of reciprocal arrangements on the understanding that delegation of responsibility must be accompanied by certain authority and accountability. There are avenues of approach, such as training programs and information systems identifying responsibility centres, that can provide the necessary assurances. The need for program integrity and internal and external credibility will require careful attention to these matters.

There is no question that such changes are in accord with the directions recommended in our Report on Ministry Organization and represent sound progress in the efficient administration of the programs. They also represent a positive step towards the organization of the delivery system that we visualize.

Review of other administrative procedures should include an awareness of our position on separation of assistance and services, expressed in the earlier Report on Ministry Organization Structure. While arguments may be raised against overinvolvement of field staff in form filling and information gathering, such involvement does present an opportunity for an experienced worker to identify non-financial problems and to offer appropriate counsel about them. This is not to say that the need

for social assistance necessarily indicates a need for social services. Rather it recognizes the fact that many persons in need of assistance do require service and are not aware of resources, lack knowledge about channels of access, or require some encouragement or indeed a spokesman on their behalf. We are confident that competent staff can provide much necessary service in such an environment, while respecting the dignity and privacy of the client, as well as avoiding any tendency to induce overdependency. In light of these and other related factors, we recommend an incremental expansion of the mail-out reporting scheme introduced in 1970. This process must be accompanied by reasonable control procedures, such as follow-up verification of a statistically valid sample or other generally accepted audit procedures. In all likelihood, developments in mail-out reporting and in application by declaration without field worker presence will be selective in nature and will require the exercise of careful judgment within the general guidelines established for these purposes.

With program coordination, the form-filling functions of field staff can be reduced. Similarly, technological developments such as computer processes may assist in the administrative procedures. The "Ontap" computer program currently under development for Family Benefits should demonstrate this. We suggest that this capability be expanded through refinements and sophistication as soon as it is operational. At the same time a shift to terminal input (and output, at least to the extent that this is economically feasible) should take place. This change should facilitate both decentralization and speed of response. Statistics suggest that much of the time of the Family Benefits staff is devoted to processing minor changes, often of a non-monetary nature, such as change of address. Elimination of these routine or housekeeping tasks from a central base will permit a

solid concentration on determining eligibility. Such a change will also permit further decentralization or a reversal to centralized decision-making at the time when results of the present federal-provincial review are known. Meanwhile, valuable experience and information should flow from this interim approach. These, along with administrative cost reductions, should offset the costs of increased computer usage.

2. Family Support

In the past it seems that the allocation of responsibility between the Province and the municipalities was largely an acceptance by the Province of responsibility for the longer-term cases (in accordance with the definition of long-term cases in The Family Benefits Act and Regulations). The latest extension of this allocation is the transfer to the Province of responsibility for permanently unemployable (but not medically disabled) persons without dependent children.

There are, however, a number of longer-term cases for whom the only provisions are found in the General Welfare Assistance program. Perhaps the most significant of these is the separated woman with dependent children. It seems that society has accepted a responsibility for persons in such circumstances but has somehow decided that these are short term in nature. One can recognize the fact that the maintenance provisions, if any, in such separation arrangements have not been the subject of scrutiny by the courts or other independent review. Perhaps it is feared that under such circumstances the chances of collusion (separation of convenience for financial reasons) override acceptance of the case at the provincial level. Much has been said and written about this. Recommendations have been put forward from

a number of sources, most of which view the problem - properly, in our opinion - in a context that is broader than the mere determination of eligibility for social assistance. At this time it appears that clarification must await further reporting by the Ontario Law Reform Commission. We expect that their recommendations may, in fair measure, mirror some of the thinking expressed in Volumes 11 and 12 of the Family Law Project, Toronto, 1969. In that event some recognized authority will have responsibility and jurisdiction for assessing the maintenance provisions of separation agreements, at least where supplementary social assistance becomes necessary. Without repeating the many valid reasons, we endorse such an approach.

It seems to us, however, that the present social assistance programs should be modified now rather than await changes in the affiliated legal systems. If provision were made for the separated woman under The Family Benefits Act, a number of difficult judgmental decisions (distinguishing between separation and desertion) would be avoided. At the same time, certain pressures on, and perhaps unintended and inappropriate use of, the family court system would be relieved. For some time court officials and welfare administrators have had to deal with cases of separation where desertion charges were pursued in an effort to demonstrate eligibility for provincial benefits. We do not quarrel with the policy adopted by the Director of Family Benefits in this respect. Rather, we suggest abandoning what, on occasion, has been accurately referred to as a useless charade, along with its damaging social side effects.

In our opinion, the Director of Family Benefits, given interim support staff pending law reform, can assess parental maintenance responsibilities where he is not satisfied that the arrangements are adequate. His

assessment could be subject to confirmation by the courts, but court action would be taken only where consultation with the parties to the separation agreement failed to achieve satisfactory arrangements. In this manner, that part of the public interest would be respected. Of more significance, though, would be a more equitable situation for the woman and her children, having regard to the fact that General Welfare Assistance rates are lower than those paid in the Family Benefits program. Surely social assistance provided for children in these circumstances warrants that they be nurtured at least as well as others in similar circumstances. Surely too, the child, whose understanding of the marital conflict may be more astute than we realize, must question the apparent penalty attached to what may be a more responsible action on the part of his father than actual desertion.

Changing values and attitudes, together with behavioural patterns, lead us to comment also on the situation of the deserted father who is left to care for dependent children. In these days, when equality of the sexes is recognized in such vital areas as employment and remuneration, it is appropriate to extend this principle to the field of social assistance. The frequency of these cases is low, but the needs of the men involved may be just as great as those of deserted mothers. Usually the only available assistance is short-term homemaker services and perhaps day care for younger children. It is our understanding that the availability, if any, of homemaker services in these instances is sometimes diminished because workers dislike such conditions, are reluctant to remain in the home during other than business hours, or cannot cope with the home conditions. Sometimes the "normal business hours" schedule conflicts with the working hours of the father. Also, it is known that a number of children come into the care

of Children's Aid Societies following desertion by the mother. We recognize that some of these situations are short term pending other arrangements, such as care by relatives. There is no conclusive evidence to demonstrate that the provision of social assistance would prevent or reduce such occurrences. Nevertheless, we believe that adequate aid should be available to the deserted father and his dependent children. In this connection we support the view, presently not expressed adequately in law, that the deserting mother should contribute to her children's maintenance on the same basis as is expected of the deserting father.

3. Employability of Recipients

There is a regulation under The Family Benefits Act that reads:

14. (1) The Director may determine that a beneficiary is not eligible to receive a benefit or may cancel or suspend a benefit where,
 - (a) the applicant or recipient or spouse of the applicant or recipient is unwilling to accept employment and, in the opinion of the Director, suitable employment is available;

In practice this regulation is never used to declare ineligible a single mother with dependent child. A similar provision is found in a regulation under The General Welfare Assistance Act; and here again, the decision is rarely taken that a mother with dependent child is employable.

It seems to us that the premise that "a mother's place is in the home" is no longer a universally valid proposition in contemporary Ontario society. Indeed, there are numerous situations in which a working mother

contributes all or a significant part of family income. Recent changes in the provision of the Income Tax Act recognize child care expenses as deductions against earned income. At the same time there has been a significant growth in the quantity of day care facilities and arrangements available. In recognition of these changes, it is our recommendation that Family Benefits and municipal welfare administrators begin to assess the circumstances of single mothers with a view to requiring them to seek and accept available suitable employment. Such decisions should not be taken lightly, and we have no reason to expect that they will be. Administrators must be given the support necessary to lend weight to their decisions and must have available to them the data they need to reach a fair decision. Hence it may be necessary to request information in addition to that which is required for assessing need. These data will include such items as skills, education and employment history. It will also be necessary to know of employment opportunities, as well as day care resources and other related services.

Initially, attempts to apply the regulation could progress on a schedule which might waive the requirement to work in any case where the dependant or youngest dependant is of preschool or some other selected age. As we see it, the requirement to work need not be taken to require full-time work. Rather, in the full spirit of the Ministry goal and objectives, decisions in this area should be based on individual cases. It may be, for example, that the limitation of 120 hours monthly maximum employment for a single mother must be removed. It may also be that some variation of exempted earnings (as, for instance, in recognition of initial work expenses) may be appropriate. We further recognize that in some instances employment may not be available for all qualified willing applicants. In some cases, therefore, the Ministry or its agents may wish to consider generating

opportunities through job creation programs, possibly of the community employment variety.

We do not suggest that all or even most mothers on welfare should be led into the employment stream - the principle is sound, but it should be quite selectively applied. Equally importantly, the principle should be applied to others benefiting from the programs, including employables seeking work and the wives of unemployable men. Sometimes it may apply to dependent adults other than spouses. We realize, and wish to emphasize, that for many the willingness to work is weakened or overshadowed by lack of training, education or self-confidence. For these, an essential role of the Ministry and its delivery agencies must be a broader-based vocational planning, counselling and rehabilitation effort. We recommend that the Ministry forthwith, in cooperation with federal authorities and other provincial ministries (notably Labour, Education, and Colleges and Universities), develop measures to fill gaps and tailor opportunities to the unique needs of the Ministry clientele. What will be needed is a removal of barriers and disincentives. This can be done without undue cost escalation by broadening the worker's mandate. For example, he could be entrusted with a package of resources such as small sums for clothing, transportation, or the authority to pay for day care (perhaps to someone other than a licensed nursery), which he could distribute to his clients at his discretion. We are confident that appropriate decisions can be made by workers, in consultation with their clients and the community, in a manner that will return both social and economic dividends.

To some, our immediately preceding comments may appear harsh. Others will say, "It's about time." We wish to make it abundantly clear that although we firmly believe our suggestions to be useful, we are convinced that,

given the removal of disincentives to employment and the encouragement and assistance that may be provided, most persons will voluntarily opt to work. Adoption of our recommendations should however, help to gain and maintain the very necessary degree of public confidence and support that we believe must form part of the climate for the delivery of assistance programs.

The success of this suggested thrust may also depend in large part on changes in attitudes and practices in other sectors. Employers may well have to accommodate the working mother in "flexible hours" arrangements. Unions may have to lend their support and encouragement. Such partnership efforts are inherently valid and perhaps of paramount importance. To us they are unquestionably superior to the perpetuation of some of the myths and misunderstandings enshrouding the welfare recipient. It is in this vein that we comment in earlier reports on such matters as policy input, cooperation with others, including the private sector, and the filling of existing gaps.

4. Young Unmarried Mothers

The situation of the very young unmarried mother (that is, under eighteen years) deserves specific attention.

For the purposes of eligibility for social assistance, this person is treated as an adult and is considered to be the head of the household. Her particular circumstances may lead to a curious and socially inequitable situation. For example, a young girl of sixteen who has become an unmarried mother may continue to live at home with her parents and continue her high school education. Her father will provide the degree of support necessary to satisfy income tax requirements so that he can claim her as a dependent for taxation

purposes. Meanwhile, the young mother may apply for and receive a non-taxable Family Benefits allowance for herself and her child and also will receive a taxable Family Allowance on behalf of her child. Such situations, albeit infrequent, are but another example of the need for integration and recognition of social assistance benefits in the income tax program. We heartily endorse the statements in Ontario's "Perspectives on Income Security" in this regard. Our purpose in raising this matter is, however, based on other concerns.

In many cases, the young mother, whether she leaves home or continues to live with her parents, may not continue her education. Although in many social contexts she is still defined as a child, she is not so considered under The Child Welfare Act. Hence she is not subject to the supervision of a Children's Aid Society unless it can be construed that her child is at risk or unless she voluntarily requests the Society's guidance and support. One might well ask, "What are the community's responsibilities, other than social assistance, for this child and her child?" We are of the opinion that she should be required to demonstrate to some authority an appropriate plan for herself and the child. This conclusion has considerable ramifications. It might require amendment of The Child Welfare Act so as to include as children who may be in need of protection any young person under the age of eighteen who is a parent, as well as the child of that parent. We recognize the very delicate situations, and perhaps the multitude of cases, that would thus come within the jurisdiction of the child welfare authority. Nevertheless, we are of the opinion that this approach is not irreconcilable with the requirements placed on any parent who seeks the return of a child who is in the care of a Children's Aid Society. Our concern is based on the observation that too often the child of such situations is later found to

be in need of protection, having suffered emotional or other deprivation during his crucial early years, probably as a result of his mother's unenviable situation and tender years. It seems to us, on balance, that it is only right that in such cases, civil rights or other considerations notwithstanding, conditions such as we suggest must attach to the provision of social assistance.

One might argue that this system will label the "poor" unmarried mother, since a young girl whose own or whose parents' resources preclude any need for social assistance may not be subject to the same requirements. This will have to be considered. It may be advantageous, in cases where parental support is available for the mother, simply to provide social assistance only in respect of the infant child. The non-provision of public support for the mother would tend to continue the normal parental support and might actually encourage the pursuit of educational and career opportunities.

Summary Comment

Our comments here may evoke considerable emotional reaction and disparate points of view as to appropriate policy. We hope to stimulate discussion of our suggestions, and we would encourage this, for we see no single "right" answer to the problems we have raised. We do feel, however, that measures such as those we propose will help to isolate the need for more insight and for more sensitive legislative or other responses. It is in this context that we hope that our suggestions will be considered.

It should be evident to the reader that our recommendations about the issues discussed speak to removing barriers or closing gaps that thwart the

attaining of the Ministry goal. In attempting to do this, a measure of discretion often must be employed. The result should be a responsible common-sense resolution of situations and not an open door to abuse. It is necessary that the resources to do the job be made available and that the element of risk required to resolve some problems not be allowed to block any reasonable attempt by the social service system to attain its objectives. It should be understood that in all such areas the Ministry's interest will demand its policy input to other jurisdictions. Supplementary to this should be the exercise of its own initiatives to fill the gaps and shortcomings of other systems, at least pending their correction.

CHILD WELFARE

The Child Welfare System

In the past the Ministry has recognized children's services to be of sufficient importance to warrant a separate division within its organization structure. The division, comprised of three Branches - Child Welfare, Day Nurseries, and Children's and Youth Institutions - has been responsible for overseeing the operations of Children's Aid Societies and a variety of other public and private agencies, for providing them with support, and for representing the interests of children within the Ministry and the Government. In the organization that the Ministry is currently implementing, these functions will be shared in the future between the Children's Bureau of the Social Services Division and the field offices. Those who actually deliver the programs come in frequent and close contact with a great many other service systems including income maintenance, other "social welfare" services, housing, the courts, correctional services, education, health and a very wide variety of private and volunteer services.

It is a paradox of our child welfare system that more resources seem to be available for keeping a child at risk in alternative care facilities than for keeping him at home with his natural family. The paradox is particularly vexing in light of the generally held conviction that a child's interests are usually best served if he can possibly be kept with his own family in his own home. We are deeply concerned that while there are substantial resources for maintaining and raising a child once he has been taken from his home, the current system is often unable to support the family sufficiently to avoid the child's removal, or to help the parent or

parents concerned to resolve their own problems so that the child may return and the family unit may be restored. One reason for this failure of the system is that the eligibility criteria are such that preventive assistance frequently is not available. For example, the stringent needs tests involved in providing financial aid and free day care make this assistance unavailable to many families that may require it if they are to remain sound and healthy units.

The paradox has been recognized for some time, and certain concrete steps have been taken to resolve it. The Child Welfare Act provides a mandate to Children's Aid Societies to develop preventive services, a mandate that has been fulfilled in varying degrees. We think that this trend should be strongly reinforced, even to the extent of a fundamental change in the philosophic orientation of child welfare services. It seems to us that the attainment of the Ministry goal will be more likely if child welfare is considered as an important and integral part of services to families. While this concept has gained widespread acceptance among many who work in the system, it has not yet had a strong impact on the delivery system.

A broad spectrum of services is needed for family support. Homemakers, nursing, house repair, day care, vacation programs, parent training, household economics training, debt, credit and financial management counselling, emergency financial assistance, short-term child care, baby-sitting, vocational training, and family and individual counselling are among the services to which families require access if they are to become and remain healthy and happy units. Any organization that has as its goal the maintenance of the family unit must be able to provide, or have ready and effective access to, such a range of services. All this, of course, is

in addition to the provision of assured aid to children in need, whether that need arises from neglect, privation or some other threat to their well-being.

Role of Children's Aid Societies

We now turn to consider the implications that adopting a more comprehensive approach to service will have for the delivery system in Ontario. Because of their size, their legal status, and the importance of their current role, Children's Aid Societies warrant close attention in this connection.

Children's Aid Societies have played a significant role in Ontario's social service system for more than eighty years. Since the formation of the first one in Toronto in 1891, they have grown in number to fifty (in 1973), and from privately funded organizations staffed with volunteer workers to the present publicly supported, highly professional agencies.

Children's Aid Societies are organized on a county, regional or district basis. Under The Child Welfare Act, they are empowered to provide a variety of services to children and parents. Each Society is incorporated under The Corporations Act and has a board of directors and a nine-member executive committee that includes at least four members of the council of the municipality that the Society serves. Each Society has an administrative head, known as the local director, who is in charge of the staff and operations of the Society and is responsible to the board of directors. Originally the board of directors raised locally a significant proportion of the funds needed for the Society's operations. Now, however, this role has effectively vanished as

legislative provision has been made for the public financing of these agencies' activities. The costs are shared between the Province and the municipalities, with the former bearing over 70 per cent of the total. The small exception is the continuing responsibility that Societies have to raise a portion of their capital requirements, a responsibility now in practice evaded through the use of leasing arrangements with municipalities.

Within the Ministry, the Director of Child Welfare, supported by the Child Welfare Branch, is charged with overseeing the operation of the Societies, performing a number of specified functions, and exercising certain powers under The Child Welfare Act. These powers, together with those assigned to the Minister and to the Lieutenant Governor in Council under the Act, constitute a significant limitation on the autonomy of the Societies. Budgets, appointments of a Society's local director in certain circumstances, and Society by-laws, for example, require approval from Queen's Park. Consultative assistance is available to Societies from Branch specialists in a variety of areas pertaining to the Societies' administrative and program responsibilities. Should a Society cease to operate or fail to provide service, the Ministry has authority under the Act to assume control and provide the services directly.

Criticism of Children's Aid Societies

In the course of our study, we have had a variety of comments and points of view put to us in regard to Children's Aid Societies. A brief discussion of these comments is appropriate before we suggest the direction in which the organization for the provision of services should move.

Several groups and individuals have suggested that Children's Aid Societies should be abolished. Many arguments are advanced to support this suggestion.

We are told that the boards of directors of the Societies are of dubious value. Often they are drawn from a segment of the community that has little real appreciation of the problems facing those who become clients of the organization. The boards are not representative of the community as a whole, seldom include clients, tend to be self-perpetuating, and in too many instances are prone to manipulation by a skillful and persuasive local director. It is suggested that boards of directors comprised of community leaders are no longer relevant since private fund raising to meet the Societies' operating costs has been replaced by public financing. We are told that boards are not truly responsible bodies, in the political sense, since they are elected from among and by members of the Society, not from among and by the general public. How, it is asked, can such a body be entrusted with the expenditure of public funds? Local governments are particularly alive to the fact that while a Children's Aid Society may requisition funds for its expenses without any truly effective control by council, the municipality has no way of ensuring that the activities of the Society are meshed effectively with its own social service programs and administration.

Some people have raised the question of the propriety of a non-governmental organization being given the kinds of authority vested in the Societies. Societies have the power, and in appropriate circumstances the responsibility, to remove children from their parents. To enable the discharge of their duties, the local director and other staff designated by the board have the powers of a constable and a school attendance officer. Many

people maintain that powers of this scope and significance should be exercised by a body that is immediately and directly accountable to the public.

In addition to these arguments, other evidence is brought forward. The existence of separate Societies apparently has led to large disparities in service across the province. Some Societies are so small that it is impossible for them to hire or utilize people with specialized skills in such fields as administration, foster care, adoptions and so on. Similarly, the very small Societies cannot on their own justify or utilize some techniques, such as group homes. While Ontario has, overall, a small proportion of children in care compared to other provinces, the differences among Societies in Ontario is great. Indeed the differences are so great as to provide prima facie proof of significant differences in levels of service. These differences permeate nearly all aspects of the operations of Societies for which we have sought information. Relative and total numbers of children in care and children in protection, numbers of adoptions, costs of Society supervision per case, ratios of client children to workers, all show large variations that cannot be explained entirely in terms of the geographic, social or economic conditions of the areas served.*

* The Child Welfare Branch has been most helpful in providing us with whatever statistics it has that relate to our queries. We worked out a number of ratios for each Society, an exercise that, as indicated above, has led to the conclusion that services vary significantly in different parts of Ontario. It may be that some part of the differences is accounted for by inconsistencies in reporting by Societies, since we are not confident that identical definitions are applied throughout the system. Some of the major variances may be of interest to the reader.

According to the data, the number of children in care at the end of December 1972 varied from one child

Although the data clearly indicate that differences do exist, they do not provide us with any quantifiable objective criteria to determine which Societies are doing a good job and which a bad one. For example, what does a high incidence of children in care mean, apart from the social factors specific to the area in question? It could mean that the Society has a

for every 182 people in the population of the community served by one Society, to one for every 1,549 for another, a difference of more than 800 per cent. The number of children involved in protection cases (admittedly a less clearly defined term) varied similarly from one child for every 86 people in the population to one for every 698, again a difference of over 800 per cent. Administrative costs per child in care (the portion of all Society costs that is assigned to the child care function, as laid down by regulation, excepting direct care costs such as payments to foster parents or institutions and expenditures on clothing, education and health) varied from \$571 to \$2,115, with the Society showing the highest cost being approximately 50 per cent higher than the next highest ranking Society. While most Societies reported more children in protection cases than in care (some with more than five times the number), two Societies had more children in care than under protection. The number of what might be called child supervisory staff (including all social workers, their assistants and supervisors, but not including the local director or clerical staff), related to the population of the area served, varied from 1:3,131 to 1:14,109. The ratio of the number of such staff to the total children in care and in protection cases for each Society varied from 1:19 to 1:60. Costs of Societies' operations ranged from more than \$12.50 per capita of the population served to less than \$2.50.

Some of these differences can be attributed to geographic, social or economic differences between areas served by the Societies. Some may result from dissimilarities in such factors as the proportion of children in the population, individual Society case closing policy, past juvenile and family court rulings, and previous practices and policies of Societies. But by no means can all the differences be explained by these considerations. There are quite enough large differences in each of these ratios between adjacent Societies serving broadly similar areas and populations to lead to the conclusion that large differences in service do exist.

highly efficient intelligence network and the confidence of the community, so that it is aware of effectively all cases where its services could be useful. It could reflect the tendency of the court, which may or may not reflect the Society's views. Or it may mean that the Society is using the relatively radical technique of separating children from their parents in lieu of assisting families to solve their problems without being split up. What does a low ratio of supervisory staff to children served indicate? Does it mean that each child gets a lot of professional attention and that workers are involved with a variety of the services that help keep children out of care? Or is it that workers are poorly supervised, have too small a case load, and spend an inordinate amount of time in administrative work, preparing reports, participating in staff discussions, and so on?

Despite the relatively high degree of professionalism of Children's Aid work, there are as yet no useful and applicable measures of effectiveness. Thus, while we can be certain that great differences in levels of service exist, we do not know which standards should be used, or which Societies should be changed and which serve as models. This dilemma faces anyone responsible for child welfare - the current boards or their successors, if the Societies are abolished.

Another argument put forward for the discontinuation of the Societies as they currently exist is that they are yet another specialized social service agency, and one that because of its specific legislative mandate is particularly difficult to integrate or coordinate with other social services in the community. Certainly many families who require the services of the Children's Aid are also in need of other types of assistance. Again, it is all too easy to find instances of families who have dealings with an overwhelming number of workers

from different agencies, each attempting to deal in isolation with one aspect of what is a highly complex, interdependent constellation of problems. It is suggested that the child welfare functions that are presently provided by Children's Aid should be integrated into more broadly focused services to families so as to avoid the perils of overspecialization. In support of this argument, it is pointed out that a significant number of children are taken into care by the Societies for such reasons as the poor financial position of the parents or the lack of adequate housing. An agency with broader responsibilities would be able to bring to bear that spectrum of services and advice that is most apt to be of genuine, lasting assistance to a family. Simultaneously, the integration would greatly facilitate resolution of the problems of planning and coordination of delivery that beset the current fragmented system.

Finally, it is argued that the Children's Aid Societies have become essentially bureaucratic organizations predominantly concerned with fulfilling statutory obligations. Over the past decade a large number of imaginative, innovative and sensitive programs have sprung up in response to the changing requirements of contemporary young people, and it has been suggested to us that relatively few of these have had their genesis in a Children's Aid Society. This brings into question an argument that is often used in support of the continuation of Societies - namely, that their boards are comprised of knowledgeable and concerned citizens who are responsive to local needs and can avoid the relatively ponderous and cautious characteristics of bureaucratic administration.

Validity of the Criticism

Certainly the criticisms that have been voiced have to be answered if the Societies are to continue, for we feel that many of them are justified. For example, a number of the points about the boards of directors are well taken. It must be recognized, however, that there are substantial differences among Societies. There are boards that attract imaginative and energetic people from all walks of life, that work with staff for innovative solutions to emerging problems, that maintain a healthy and sympathetic skepticism of professional solutions and bureaucratic procedures. Such boards ensure that their Societies maintain close contact with other agencies and make sure that municipal councils are kept aware of the goals, aspirations and problems of the Societies. These boards successfully involve many people in the community in volunteer work promoting the Society's goals. Boards of other Societies fail in varying degrees to answer such a description.

It may well be that one of the important original roles of the boards, that of raising funds for their statutory obligations, is no longer required except for occasional capital purposes (and even that is now quite rare). Nonetheless, there is still much that boards may usefully do. They can quite properly seek to raise money locally to support new and innovative programs of a preventive nature; and certainly a number of projects and programs suitable to the aims and objectives of Children's Aid work can be done by volunteers. In our view there is validity in the contention that an agency operated by a volunteer board is more apt to launch and maintain a successful volunteer program than is a governmental department. In this field, too, there is a great disparity between individual Societies. Some Societies have quite substantial and successful programs utilizing

a wide range of volunteer skills. Other societies have yet to capitalize on the opportunities available to them from this mode of program delivery.

It would be possible to take almost every criticism levelled at Children's Aid Societies and point out the variations in practice, effectiveness and relationships that exist. The examples we have chosen should serve to illustrate the futility of trying to make many concrete generalizations about these organizations. Such variety in a system can be symptomatic of both strengths and weaknesses. Certainly the system has a flexibility that can help it to tailor programs and modes of delivery to meet the peculiar needs of a specific area. Conversely the current system seems to lack those standards of service levels and program performance that are necessary to ensure an adequate level of delivery across the province. Our objective must be to move towards a system that will maintain the flexibility while ensuring the satisfaction of service needs.

Alternatives to the Present System

Of the suggestions made to us for radical change in the current structure, the most frequent is that the Children's Aid Societies should be abolished and their responsibilities taken over by the Ministry. Such a move would resolve the problems outlined above concerning the board structure, would remove the municipalities' objection of having to finance an organization that they cannot control, and would facilitate the development of standardized practice and service levels in all parts of Ontario.

If such a provincial service were established and decentralized in a manner consistent with the

principles outlined in our Report on Ministry Organization Structure, there could still be scope for flexible approaches to local conditions. Similarly, under such a structure it would be possible to involve people in the communities served through advisory boards and volunteer programs. With the resources of the child welfare program directly under their control, senior Ministry officials in the field would be in a greatly strengthened position in the development and implementation of local social planning. In addition, the local offices of the Ministry would, under such a proposal, be in a position to offer a much broader range of services to individual clients or families. Since the judicial and correctional systems are provincially administered, this arrangement could provide an opportunity for improved coordination with those important, related services.

Benefits such as these are formidable and persuasive. The strength of these arguments and the knowledge that direct provincial provision of child welfare services is common across Canada make it essential to consider this alternative very carefully indeed.

Another alternative suggested to us involves the transfer of responsibility for child welfare services from the Children's Aid Societies to local government. Many of the same advantages mentioned in connection with a provincial take-over apply to this suggestion. The range of social service responsibilities already in the hands of local government is great, and child welfare services would add significantly to, if not complete, the spectrum. Submissions we have received indicate that there is significant support for such a move among those involved in local government. Provision could be made for citizen participation in policy formulation through the use of advisory committees or subcommittees of council that would include a variety of interested local citizens,

perhaps including staff and clients as well as councillors. Such an arrangement would be particularly effective as a coordinating and planning device if responsibility for all social services were placed at the local level.

Clearly either of these alternatives would resolve a number of the existing problems and would satisfy criticisms of the current board structure of Societies. In addition, opportunities would be provided for greater coordination and integration of services at both the planning and delivery levels. As we point out in the first chapter of this report, the levels of effectiveness, comprehensiveness and competence of local welfare and social service departments vary greatly, and it will undoubtedly be a matter of several years before a satisfactory standard can be achieved across the province. We think that it would be unfortunate if the child welfare function were taken over by any municipal jurisdiction that has not demonstrated a satisfactory level of competence and commitment in the discharge of its current responsibilities. This is not to suggest that the Children's Aid Societies in those areas are functioning poorly (in fact the opposite is probably more apt to be true); rather, the opportunities for more effective assaults on general social and individual problems provided by an integration of the spectrum of services could increase the possibility for each of the existing systems of achieving its goal.

The major advantage of the alternative of having the Ministry assume responsibility for child welfare is that it would be possible to provide a common level of service throughout Ontario. If usable and meaningful standards for child welfare services could be developed, those standards could more easily and perhaps more speedily be implemented by the Ministry using its own staff than by a number of separate agencies. The result would be a large increase in Ministry staff and a

simultaneous increase in the amount of energy that Ministry staff, in both field and headquarters, would have to devote to program administration. If the Ministry did assume responsibility for this function, it could, and in our view should, decentralize responsibility as fully as possible and ensure that local mechanisms were established for the involvement of the community in the planning and provision of service.

Despite the potential of a provincial take-over of child welfare to improve the level of services provided, we do not think that provincial administration is necessarily more efficient, sensitive, effective or economical than administration by local boards or local governments. The nature of child welfare services is such that beyond a certain point many economies of scale and the advantages of bureaucratic structure and controls are unattainable or inapplicable.

Consideration of the many factors involved leads us to conclude that if child welfare services are no longer to be entrusted to Children's Aid Societies, the interests of children at risk will best be served by a flexible, pragmatic approach to the allocation of responsibility. In light of the great variations to which we have alluded, no single model is appropriate for all parts of Ontario. The reasoning used in our discussion of the allocation of responsibility for the delivery of income security programs applies equally here. Certain local governments - those that have developed satisfactory policies and administrations for social service delivery - could be given responsibility for child welfare. Other municipalities are not yet in a position to assume such a burden. In those areas it would be appropriate for the Ministry to assume responsibility and deliver service either directly by its own staff or by contracting out.

Other Considerations

The foregoing is based on the premise that the arguments for the discontinuation of Children's Aid Societies are convincing. We must concede that from the point of view of a political scientist the conclusion is justified. From the point of view of the clientele of child welfare services, the case is not quite so clear. Certainly a number of families with whom the Societies deal might be better served if the field workers were part of a larger social service organization with a wider range of resources and facilities at its disposal to help with multiple problems or to provide a wider range of alternative solutions to problems. But counter-arguments have been put to us that require careful weighing.

First, it has been suggested to us that child welfare is such an important function, affecting as it does both contemporary and future society, that it merits the full attention of a separate organization. Children require and deserve an interest group that will speak for them and attend to their needs. Merging child welfare with other services might result in the assessment of its priorities by people who are unfamiliar with child welfare or unaware of its importance. Moreover, the advantages of integration with other services are not a necessary consequence of organizational amalgamation. It has been pointed out that the organizations that would result from consolidation of child welfare and municipal or Ministry social services would in some cases be very large and prone to internal specialization. The resulting problems of relationships within a large bureaucracy could be just as difficult and inhibiting to effective service as are those between separate organizations. In addition, it is suggested that close working relationships, cooperative planning and the primary concern of all with

giving service rather than maintaining strict organizational boundaries can result in as great an advantage as would integration. Indeed, examples can be shown of excellent cooperation among agencies at both worker and board levels. The argument here is that it is as effective to be able to make appropriate referrals, in the knowledge that a cooperative response will be forthcoming, as it is to be able to deliver the service oneself. It is also suggested that integration will not necessarily, or even probably, eliminate the problem of having several workers deal with a single family. (It is not uncommon for three or four Children's Aid Society workers to deal directly with members of one family, even under the current system.) Experience elsewhere has not proved that the prospective advantages of integration are always achieved.

Second, it has been asked whether it is really appropriate to abandon a system that has served the province for eighty years for the sake of some theoretically possible advantages. Are there not reforms that could be brought about within the existing system that would vitiate some of the most severe criticisms without jeopardizing what is sound and beneficial?

Finally, it is posed that much of what is wrong with the Societies at present is only in part the responsibility of the Societies themselves. If the Societies are slow in developing innovative programs and approaches, if they are falling short of appropriate levels of service, if they do not have useful criteria to measure their performance, if they have not developed close and effective relationships with the rest of the social service system, the Ministry is as much to blame for this as the Societies. It is argued that the Ministry is responsible for monitoring and assessing Society activities and for giving the guidance, direction, supervision and

encouragement necessary. We are told that the Ministry has not been able to provide the support and leadership that the system requires. Hence, is it appropriate, wise or even fair to focus attention for reform on the organizational arrangements? Horses that are improperly fed and trained cannot be blamed for losing races. Moreover, it is suggested that the prospect for substantial improvements in the system if the Ministry or municipalities were to take it over directly is not glowing.

We think the Ministry would be wise to heed these cautions and devote its energies to seeing how far the existing system can be improved before adopting a more radical approach to reform. Even if experience should prove - as it well may - that abandonment of the Societies is necessary, the work in the interim will not be wasted, since nearly all will be transposable if responsibility is shifted to another jurisdiction. We will now discuss some of the more obvious and important areas to which the attention of the Ministry should be directed.

Focal Issues

1. Expanding the Mandate

Early attention should be given to effecting a change in the mandate of the Societies to reflect a responsibility for services to families as distinct from the current child-oriented mandate. Unless this is done, the opportunities to do substantial amounts of preventive work will be lost.

Accomplishing this required shift in primary emphasis from narrow child care services to services to families may well require structural as well as attitudinal

changes. We think there is great merit in combining the present Societies with existing Family Service Agencies. These latter organizations, found in most sizable Ontario communities, are specifically devoted to providing many of those services that will be needed in the new thrust of the Societies. Such a change will have important financial implications, since the present Family Service Agencies are privately financed. That this is not an insuperable obstacle is demonstrated by the existing precedent for the amalgamation of these services in a few parts of the province. To the extent that the change in orientation is accepted and fostered by government, however, public funds should be made available to support these services. Whatever funding arrangements are made, it is important that they should not discourage the imaginative and extensive use of volunteers that some Family Service Agencies now demonstrate.

In parts of the province where no Family Service Agency or similar organization exists, it will be necessary to develop the appropriate capabilities. The Ministry has a clear responsibility to provide whatever assistance is required, be it in the form of leadership, advice, training or finances.

Many of the services that families require, including most of those mentioned on page 46, are of a specific, concrete nature. Many can be provided by volunteers and through self-help techniques. We strongly advise that it is to areas such as these that attention be directed and support given. The needs of these areas are sufficiently strong and the opportunities for providing recognizably useful assistance sufficiently important that priority should be given to this type of work over the more ephemeral "deep counselling" practised in some agencies.

2. Standards

Immediate attention should be given by the Ministry to matters of standards, measurement and information in the child welfare area. We mention this in full recognition that the deficiencies in this area have been identified by many others besides ourselves and that similar deficiencies seem to be characteristic of child welfare systems outside Ontario.

It is not an outrageous exaggeration to say that standards in the field of child welfare practice do not exist. Simply, no means have been developed for measuring the effectiveness of the various types of service provided. As a result, it is not possible to choose between alternatives on the basis of cost-effectiveness. Also, there are no ways of determining for a geographic area what the needs are in terms of service requirements. Hence there is no way of using the demographic, social and economic data that are available for service planning. What planning there is tends to be the compilation of individual ad hoc projections of expenditure plans unrelated to any objective assessment of relative need or probable results. What is true of the system generally holds equally for individual Societies, as was clearly and appropriately pointed out in the report that Urwick-Currie made in 1969 on the managerial effectiveness of the Societies.

If progress is to be made in the area of standards, assessment of effectiveness, service criteria for measuring need, and similar matters, a basic minimum of reliable information will be required. At present the Child Welfare Branch does receive certain basic information from Societies about numbers of children in care, their age, sex and religion, and the type of

facility in which they are cared for (a foster or group home, or an institution run by the Society or by others). In addition, information is supplied on expenditures made for the other maintenance needs of wards such as clothing, health and education. Data on Society costs for salaries, benefits, travel and administration also are collected. This information allows the Branch to determine roughly the cost of each type of care.

Other information, however, is missing, unreliable, or submitted in a manner that is not conducive to appropriate analysis. The Branch itself has suggested several pieces of information that are required for each case if methods of planning and assessment are to be developed. Additional items also could be collected and used in the process of integrating child welfare service planning and delivery with that of other specific services.

The need for the Ministry to design and implement a **s**atisfactory information system and to develop the standards and criteria for planning and evaluation is quite independent of the question of who will be responsible for the actual delivery of service. The Ministry's responsibility for designing, implementing and utilizing such systems is unavoidable. An assessment of the effectiveness of the delivery system based on criteria developed in the manner proposed will be much more useful in making ultimate decisions on the allocation of responsibility than the necessarily subjective impressions that are presently our sole basis for decision-making.

What has been said about information, planning and evaluation criteria in the field of child welfare is equally valid for many of the services for which the Ministry is responsible. The establishment in 1972 of a specific unit charged with responsibility for developing and coordinating information systems shows that the

Ministry is alive to its needs in this area. We cannot overemphasize the urgency and importance of this requirement for many of the Ministry's programs. If programs are to be rationalized, if requests for expansion or enrichment are to be justified, if services are to be effective in helping achieve the Ministry goal, there will have to be substantial progress made.

In our view the beginning of this work should not be delayed pending the development and design of an overall, integrated, ideal system. We suspect that there is already a sufficient body of data, and other information that could be gathered with relative ease, to begin such analysis at once. Building greater degrees of sophistication upon the base should not pose a difficult problem.

3. Complaints

As is bound to happen in the discharge of any set of responsibilities, individual acts committed by Children's Aid Societies or people acting on their behalf sometimes give rise to complaint. Many different sorts of complaints can arise. A natural parent or the child himself may dislike the care a ward is being given in a foster home. The selection of foster homes, as well as the decisions regarding the placement of an individual child, may be questioned. Some applicants are unhappy about the decision resulting from an adoption home study, or even the decision about whether such a study will be done at all. The manner in which a Society discharges its responsibility for supervision of a home in which it believes a child is in need of protection may not be satisfactory to the family. Complaints about these and other such matters are bound to arise and are probably unavoidable; often they result from a lack of information.

What is required is a mechanism that will ensure that complaints about child welfare services are dealt with fairly and speedily.

At present there is no appropriate mechanism for this function. Complaints made to the staff of a Society are, of course, dealt with by them. This is hardly satisfactory, since no matter how sincere and objective the staff may try to be, they cannot possibly bring to bear a disinterested, independent point of view. Moreover, complaints made to the boards of Societies are usually referred back to the staff. The Child Welfare Branch of the Ministry is the occasional recipient of complaints. It is the usual Branch practice to write to the Societies asking for an investigation or explanation, since Branch staff are not available in all parts of the province to conduct an independent inquiry. Thus, except as provided in The Child Welfare Act, there are no appeals available to people who are dissatisfied with the way in which a Society discharges its responsibilities, and no mechanisms available to ensure that complaints and possible abuses will be investigated.

In our view, the lack of an effective review mechanism is a serious deficiency in the system. Mistakes are bound to be made despite the most sincere attempts of all concerned to avoid them. The potential impact of such mistakes on individuals and families is so great that explicit provision must be made for discovering, investigating and correcting them. Early attention should be given to devising a manner of accomplishing this in a manner that will be independent, authoritative, speedy, accessible and inexpensive. Different arrangements may be appropriate for different types of issues. For example, an appointed review board might be best for the resolution of questions about adoption home care studies, while direct action by Ministry staff could be the preferable way of looking

into questions relating to foster homes. We urge that the Ministry give early attention to this matter and institute, as soon as possible, the review mechanisms that are required.

4. Adoption

There seems to be general agreement with the proposition that in the absence of unusual circumstances the best environment for the healthy emotional and social development of a child is within the security of a family. If this is so, most children who are separated permanently from their natural families could benefit from being adopted into new homes. It follows, therefore, that any organization charged with the care and custody of children permanently separated from their natural parents should make unstinting efforts to find suitable adoption homes for those children if it is to act in their best interests.

In Ontario children who have been taken permanently from the custody of their parents are called Crown wards and are, in law, wards of the Minister of Community and Social Services. The actual care of Crown wards is delegated to the Children's Aid Societies. Thus it is the Societies who have effective operating responsibility for deciding whether adoption is the best plan for a specific child and for arranging the adoption if such is decided. The Child Welfare Branch assists Societies in this function and maintains some of the relevant records. A recently introduced system now makes available a significant amount of information on the status and circumstances of each Crown ward and plans for the child's future.

Various individuals and groups have suggested to us and to the Ministry in the past that a more aggressive adoption program is called for in light of

the substantial number of Crown wards who are not adopted. Certainly the legal responsibility involved in Crown wardship gives the Ministry the mandate to concern itself directly with the level of care given to its wards and with the steps taken to provide for their future. In our view, a more aggressive adoption policy and program are called for as long as there are Crown wards who are judged to be adoptable but are left in foster or institutional care. That higher proportions of children coming into care are older and hence not so easily matched with prospective adopting parents or are in fact less desirable as adoptive prospects only increases the need for a more aggressive policy.

Adoption of a Crown ward as a future plan preferable to continued living in foster or group homes or an institution is one of those infrequent though happy instances where the interests of social benefit and public parsimony coincide. As with every other aspect of child welfare that we have looked at, the costs of keeping a child in care vary greatly depending on location, the age of the child, and the required degree, if any, of institutionalization. Nonetheless, the costs of maintaining even the least demanding child in care run to thousands of dollars each year. Costs of maintaining children with special problems who are hence "difficult to adopt" can be quite high indeed because of the special attention they require. If we need to find further justification for an active adoption program beyond the interests of the children in question, the savings of public funds that it will generate provide it.

If substantial improvement in the system's performance in regard to adoptions is to be made, it will be in regard to older and other hard-to-adopt children. This is a difficult but by no means impossible

challenge. Of the various possible approaches to this matter, we are particularly impressed with that taken by Spaulding for Children, a voluntary adoption agency in Michigan. The staff at Spaulding are convinced that it is possible to find a suitable adoption home for almost any child, and they have developed a variety of techniques and a network of contacts to this end. In our current system older children and those with a disability are less likely to be adopted for several reasons, including the reluctance of social workers to risk raising the child's expectations and the realistic realization that they just cannot afford the time that is required to find, prepare and service appropriate adoptive parents. The Spaulding staff have not shown that such adoptions are easy, but they have shown that they are both possible and satisfactory. Since the costs of an adoption through the Spaulding technique are roughly similar to that of maintaining a child for a year in a foster home, there are clearly financial advantages to experimenting with this approach.

We suggest that a group of workers be trained in techniques such as those used by the Spaulding group, and be given responsibility for attempting to find permanent homes for children whose chance of adoption under the current system is small. This group would act as a stimulant and a resource to Societies in particular cases. We do not expect that the group will be responsible for a large number of adoptions in relation to the ongoing programs of the Societies. They should, however, raise the chances of permanent placement for many children who otherwise have no such prospect, and act as a catalyst for the Societies in changing current pessimistic attitudes towards hard-to-adopt children.

In our Report on Ministry Organization Structure, we suggest the establishment of an Office on Adoptions.

The Office will be responsible for coordinating matters pertaining to provincial, interprovincial and international adoptions. As a specialized support service to field staff, it will be a mechanism through which the Ministry will discharge its responsibility for Crown wards, including monitoring the planning for the future of each child that Societies are required to perform under The Child Welfare Act. In addition to a continuing review of efforts made to place adoptable Crown wards, the Office should also ensure that a periodic and realistic review is made of the status of those who have been classed as unsuitable for adoption. Building on established practice, the Office on Adoptions will provide Societies with current data on all Crown wards in the province who are awaiting adoption. This information may also be supplied to other provinces and territories. Although the emphasis of adoption programs should remain primarily as a service to the children, the function is also secondarily a service to prospective parents. Hence it would be quite appropriate for the Office to disseminate information on people who want to adopt children as well as information about children.

Public relations and general information programs will continue to play a crucial role in sensitizing people to the need of children for a family and a permanent home. Newspaper and television advertising should continue to have a positive effect in finding families for children, but other approaches must be tested as well. It would be advantageous, for example, if a more widespread and complete understanding of adoption policies and practice were held in the legal and medical professions. Specific programs could be developed to that end. In our view, much could be done to heighten public awareness of adoption programs and needs. It is the responsibility of the Office on Adoptions to see that the Ministry plays a leadership role in this regard.

A small but important component of the Office on Adoptions will be a Review Unit, a clerical group responsible, among other things, for reviewing all documents pertaining to adoptions to ensure that they are in satisfactory legal order. The unit also could provide a central monitoring role on the procedural work done on adoptions across the province and could act as a technical resource to Ministry field staff in this area.

We are not convinced that the Ministry has fully discharged its responsibilities to Crown wards by delegating their care and maintenance to Children's Aid Societies. We have learned, for example, that in some areas the children are apt to be placed in a series of homes during their wardship, with all the resulting upheaval and emotional stress that such moves entail. The performance of Societies in this and other regards should be monitored carefully and steps taken to correct unsatisfactory performance. The Review Unit in the Office on Adoptions is an appropriate place for the collection and compilation of the necessary data for the fulfilling of this aspect of the Ministry's responsibility.

The small group of workers suggested to concentrate on arranging placements for hard-to-adopt children will work out of field offices, but must have very close contact with the Office on Adoptions. To be successful their efforts will require the full technical and moral support of the Office. Although it is conceivable that they could report directly to the Office on Adoptions, particularly in the early phase of their existence, we think the members of the group should become attached to the field offices, like other direct service staff. This will give them a better opportunity to utilize the resources of the area in which they operate and a better base from which to work in dealing with the Children's Aid Societies in the area.

We should emphasize that the special adoption workers should devote their entire energies to the placement of older and handicapped children and to the training of others in the special techniques that this work requires. The field offices will have other staff specialists in alternate care who will be responsible for guiding and assisting the Societies in their regular adoption, foster and institutional care programs.

Over time, and with the development of suitable information systems, we expect that most if not quite all the operating, monitoring and support functions of the Office on Adoptions could be decentralized to the field offices of the Ministry.

Before leaving the subject of adoptions, we would like to underline one point. The aggressive adoption policy that we suggest must be aggressive only in its service to children who need new parents. The first emphasis of the Ministry and the entire family and child service system should be the support of natural families and the protection of neglected children. Only when it is clearly in the interests of the child should adoption be pursued, but then it should be pursued with vigour.

5. Society Boards of Directors

Another area to which attention must be given is the membership and composition of the boards of directors of Societies. In our view the arguments concerning responsibility in the political sense are valid. The Association of Ontario Children's Aid Societies reported in its Journal on the results of its 1971 survey of Societies that: "It is possible to conclude that perhaps one-quarter of the Societies do not have a membership." This means that a virtually

self-perpetuating clique of members of the board of directors operates an organization with considerable statutory power, financed by tax review. Even the Societies that do have memberships have failed to interest a sufficiently large number of people to be able to claim that they are in any valid sense democratic, or that they represent a significant proportion of the communities they serve. Only three of the fifty Societies had memberships numbering over 382 in addition to their boards. If the Societies are sincere in their contentions, and we believe they are, they should be able to do whatever is necessary to improve upon this paucity of public involvement. The Ministry should put them on warning to show substantial, early improvement.

There is substance in the submission of the municipalities that they have insufficient representation on the boards and hence insufficient control of the services and expenditures. Currently the municipalities served by a Society may appoint a total of four of their councillors to the executive committee of the board of the Society. Since the executive committee is comprised of nine members, the municipal representatives are in a statutory minority. In addition, the municipal representatives must be elected councillors and hence are subject to the considerable and apparently growing demands on their time that their offices generate. As a result many councillors appointed to Society executive committees are unable to attend meetings as regularly as is desirable. In our view these constraints on municipal representation are too severe. The municipal interest can be represented by any in whom the council has confidence, whether they are councillors or not. We think that the municipalities served by a Society should be able to appoint at least half the members of the board of the Society without restriction as to qualification.

If this suggestion is adopted, it is hoped that the municipalities will avail themselves of the opportunities it presents for coordinating policies and services. It must not be allowed to be used as a means of "holding the line on costs" or rewarding defeated politicians at the expense of programs for neglected or threatened children. While this risk exists, it should be taken in the expectation that the possible advantages make it well worthwhile.

Finally, we would like to emphasize that boards of Societies should be more representative than they usually are of the population that they serve. The organizational and managerial skills brought to boards by community leaders are important indeed and should continue to be sought. Nonetheless, it should be clearly recognized that a very substantial majority of the clientele of Societies are low income families, who are badly underrepresented on most boards. Additionally, the perspective and insights that could be brought to board deliberations by people who have been clients could be invaluable. We urge that these considerations be reflected in the nominations made to boards by the municipalities and by the Societies in the selection of the other members. Such representation should be supplemented, wherever possible, by involving a wide cross-section of people in advisory, special project and working groups in the Society.

Relationships of Ministry and Children's Aid Societies

At the time of writing, it is impossible to say in specific detail how the new organization structure of the Ministry will work. It is obviously the intent to decentralize as much authority as possible to the district offices and to emphasize the advisory and

coordinating, as distinct from the decision-making, role of the area offices. It is unlikely that the same resources and authority will be found in all district offices, making it impossible to describe a single set of relationships that will be valid for the whole system. The relationships described below are those we visualize for an area where insufficient resources are available to permit the staffing of district offices with the appropriate expert resources and where considerable decision-making authority still rests in the hands of the area executive director. Different sets of relationships may well be in effect in some parts of the province.

The revised organization structure proposed for the Ministry will have important implications for the Children's Aid Societies. For purposes of this example, we assume that the area executive director rather than the district director is vested with most of the operating authority that currently lies with the Child Welfare Branch. In that case, the Societies will report to and be responsible to the area office. The area executive director, supported by a small staff of appropriate specialists, will be responsible for ensuring that the Societies in that area are abiding by Ministry policy and directives. Society budgets will be forwarded to the area office for approval. Similarly, statistical reports and financial statements will be forwarded by the Societies to that office.

Though there may be differences from one part of the province to another, in that some district offices may have significantly larger and more specialized staff than others, we anticipate that most of the consulting specialists will be located in the area office. Thus the Children's Aid Societies will look to the area office for guidance and advice in all aspects of their operations. We do not anticipate that any one person

will have that breadth of expertise required to advise the Societies on the full range of their activity. Rather, we expect that several specialists in such fields as finance and management, prevention and alternate care will each deal with a Society in the area of his or her speciality. Since these individuals will be responsible for dealing with a number of organizations within the region and not just Societies, it is expected that they will be able to assist in the coordination of services in the area and help assure that gaps are filled and unnecessary duplication of services and facilities avoided. Simultaneously, they will be responsible for giving to the Societies and the other groups with whom they work the kind of imaginative and expert leadership that the Ministry has been unable to provide under the current structure.

One clear responsibility that each Children's Aid Society will have under the proposed structure is to participate in the social planning process of the area. We anticipate that this activity will take place at both the district and the area levels, but with different thrusts. We expect that the area planning activity will focus mainly on matters of resource allocation on the broad scale and on questions of policy in regard to coordination and integration of services. At the district level we would expect the planning to be strongly directed towards specific activities at the working level, to the concrete means of implementing what has been determined in principle at the area level. This is not to suggest that issues will not be identified at the district level or that district office staff and their counterparts in other agencies such as municipal social service offices, Children's Aid Societies and private organizations should not be able to be involved in the broader planning issues and process. Without the active contributions of workers at the front line of the delivery system, area planning is apt to become remote and irrelevant. It will be a major responsibility

of the area executive director to ensure that appropriate mechanisms are developed to allow effective planning within the area of his or her responsibility.

Undoubtedly the future will hold a variety of challenges for the children and family servicing agencies of Ontario. The implementation of broader services aiming at prevention of family breakdown and support to families to keep children at home will tax the professional and managerial skills of the agencies. Much remains to be achieved in the improvement of coordination with the court and correctional systems. Much closer relationships can and should be developed, even to the extent of formal authority to provide service, with the municipal and provincial income maintenance systems. The implementation of the policy of maintaining retarded persons in the community rather than in institutions will require the definition and playing of new roles by Children's Aid Societies and others. Meeting such challenges will require thought, effort and commitment. With appropriate leadership and guidance from the Ministry, the Societies should soon be able to establish themselves in a position from which an appropriate assessment can be made of their future role in Ontario's social service system.

The change in orientation of these services will require a great deal of work on the part of people both within and outside the Ministry. For the Ministry it presents an opportunity to provide the kind of leadership and support that is necessary for the shaping and operating of a system that is capable of attaining the Ministry goal. For the municipalities and many other social service agencies, it provides an opportunity to influence the direction of the system and coordinate their efforts with each other. For the Children's Aid Societies, it gives a chance, perhaps a last chance,

to demonstrate that non-governmental organizations can play an important role in an effective manner in the social service system of Ontario.

ALTERNATE CARE

There exists within the health, correctional, educational and social service system of the province a wide range of facilities in which people may be housed and cared for when they require such a service outside their own homes. We would like to discuss briefly a few of the issues in this wide, important and complex field.

There seems to be widespread acceptance of the principle that it is preferable to provide services and support to people that allow them to remain in their own homes than to house them in institutions. A variety of programs is already available to help keep people in their homes. Homemakers, visiting nurses and meals-on-wheels are examples. Established volunteer programs and many of the projects funded through Local Initiatives Programs and Opportunities for Youth have demonstrated a need for such other services as home repair, appliance repair, chauffeur and shopping services, and provision of, or provision of access to, recreational activities. Many of these programs compare favourably in terms of cost-effectiveness with the alternative of care in an institution. These and other services, such as foster care for the elderly, are not, however, universally available throughout Ontario.

To date, one of the great impediments to increasing the availability of these in-home care services has been the organizational and financial arrangements for their provision. Municipalities, which have responsibility for providing day care, homemakers and visiting nurses under the social service system, have frequently been reluctant to develop and share in the

cost of these services. The result is frequently great personal hardship and/or high-cost institutionalization. As long as responsibility for these services remains discretionary in the hands of the local social service administrators, and as long as concerns of short-run cost outweigh commitment to service in the minds of many local councils, the system will not be able to develop to its full potential.

Measuring the absolute amount of the need for services of this nature may always be inexact. The availability of such services will frequently in itself generate more demand for them. This is not necessarily bad in our view, as long as reasonable criteria of need are developed and as long as those in a position to pay for the services are required to do so. We anticipate that a combination of the program specialists and the decentralized delivery planning mechanism should be able to develop reasonable and useful standards for levels of service required and to adapt these to varying local circumstances.

In order that people in need actually benefit, it will be necessary to ensure that the minimum standards of service are delivered. To this end, legislative provision probably will have to be made to make such services mandatory. The level of such mandatory services may have to be described in such a manner as will permit levels to vary according to circumstances in different areas.

It is well known that there are greatly differing provisions for financing alternative care facilities, for both capital and operating purposes. While some institutions, such as Ontario Hospitals, are completely financed from government revenues, the degree of provincial financial support for many others ranges widely indeed. The Ministry of Community and Social Services finances a range of residential facilities

under five separate statutes, as well as such non-residential facilities as sheltered workshops, day care centres, elderly persons centres and community recreation centres. With the exception of the mental retardation program, which is presently being transferred to the Ministry from the Ministry of Health, Community and Social Services has not operated any facilities directly except on an emergency basis. Operating and capital funds have been made available to municipalities and certain charitable organizations that operate the actual institutions or facilities.

The table in Appendix B to this report describes the formulae used for cost sharing and points up the great differences in approach that have been used. As mentioned, other Ministries also operate or finance facilities, using formulae that are not necessarily related to those used by Community and Social Services. In some instances the regulations for institutions financed by one statute or Ministry are so indistinguishable from those applied to others that individual institutions, without contemplating a change in clientele or program, have applied for certification and financing under a different statute when the financial arrangements have been changed in one Act but not another. Changes in programs, such as the introduction of extended care for persons requiring a minimum of nursing care, have brought about even further complications in regard to financing.

It is not our intent to dwell on the variety, difficulties and anomalies that the current system displays. The need for a review and rationalization of the current arrangements is well known and accepted. What we would like to stress is the need for such a review to take into account other types of services, their costs, and methods of financing and provision.

The services to be so considered should include those provided to people in their own homes as well as those provided to non-residents within an institution. This is important both in the review of financing provisions and in the ongoing process of planning for the development or withdrawal of facilities. Services in the home and foster care are direct alternatives to entering an old age home for many elderly people who can no longer cope without assistance. It is important that the financial arrangements and the planning of services and facilities take full account of such alternatives. Every effort should be made to avoid incentives that emphasize higher-cost programs, not only because of the costs, but also because the more expensive alternatives frequently involve a greater degree of dependence for the person served.

Duplication, overlap and competition of services and facilities are not necessarily faults if choice and variety result at no great increase in expense. There are instances, however, where greater coordination of programs would be desirable. An obvious example is the planning for development of old age homes and nursing homes. We applaud the steps that are already under way to coordinate planning in this area. It is our expectation that the revised organization structure of the Ministry will allow it to be a more effective partner in such efforts.

Another of the several areas to which attention will have to be directed is the field of foster care. At present it is possible to have a Children's Aid Society, a Board of Education, the Ministry of Correctional Services, the Ministry of Health, a municipality, a home for the aged, and the federal Department of Indian and Northern Affairs all competing for foster homes in the same community and all offering different financial terms.

Some consistency of policy and coordination of effort would surely be beneficial in such circumstances. Here again, both the program staff at Queen's Park and the field staff of the Ministry have an important role to play.

When contemplating changes in respect of the financing arrangements for institutions, regard must be had for the income assistance available to the resident. In cases where the resident has an income, the legislation under which subsidy is paid to the institution permits it to include a comfort allowance paid to the residents. Sometimes, however, a ceiling is placed on the subsidizable per diem, so that effectively the institution finds it difficult or impossible to provide such an allowance. In the case of hostels under The General Welfare Assistance Act, there is no authority for the provision of comfort allowances. A recipient of General Welfare who becomes a resident of a hospital or an institution under The Charitable Institutions Act is no longer eligible for such assistance. Yet a recipient of Family Benefits usually continues to be eligible for a comfort allowance, and sometimes for a maintenance allowance as well. The anomalies and inequities of these varying provisions, as well as the effect on institutional financing, warrant serious consideration in a review of both institutional and income security programs.

Wide though the current spectrum of alternative care facilities is, it does not provide for certain needs. Perhaps the most noticeable gap is in respect to suitable facilities for the physically handicapped. Under the current legislation it is difficult, and for some groups impossible, to acquire and operate a residential facility for disabled youth and adults who require regular assistance with certain aspects of daily living

but are otherwise able to participate in a regular social and intellectual life. While the degrees of handicap vary from slight to nearly complete, we are told that many persons with intermediate degrees of disability are doomed to live, often from an early age, in institutions designed for entirely different types of residents (such as the senile) and lacking any of the programs, contacts, stimulation or challenges that are necessary for personal development. Some handicapped persons could, either individually or in conjunction with others, live outside institutions if they were provided with only a modicum of assistance in housing designed for their needs. It is to be hoped that effective liaison and means of cooperation can be established with the new Ministry of Housing and with the Ontario Housing Corporation, so that their surveys, planning and programs can take into account a wider range of housing needs than has been possible in the past. Where municipalities have a responsibility in housing, suitable liaison will have to be established with local authorities.

In addition to inadequacies in services for the physically handicapped, there are other gaps in the programs provided. Just as importantly, there are gaps in the availability of facilities and programs across the province. Because so many of the programs for residential care require initiative by a municipality or a local charitable organization, there are parts of Ontario that are relatively much better off than others for facilities of a particular type. In attacking this problem it will be particularly important for the field staff of the Ministry to play a planning and developmental role. In the planning role, it will be necessary to involve personnel from other Ministries and systems in order that all relevant inventories of needs and facilities can be made. Once mutual decisions have been made concerning ways to meet existing needs,

community development techniques will often have to be used to get the job done.

THE PRIVATE SECTOR

The previous sections of this report dwell primarily on the changes that can be brought about within the public sector to facilitate the attainment of the Ministry goal. Reaching this goal is, however, dependent upon much more than governmental legislation and public service delivery systems - it requires the constructive efforts of a great number of people in the private sector. In this section we consider the role of non-governmental organizations and the relationships that the Ministry should develop with them.

Social Service Organizations in the Private Sector

There are literally thousands of private organizations operating within the community and social service system in Ontario, and they vary widely in terms of their size, impact, financing, participation and organization. Some agencies provide services under close government regulation and supervision and rely on government for all or nearly all their financial support. Obvious examples of such organizations operating under the aegis of the Ministry are charitable homes for the aged, Children's Aid Societies and children's institutions. Many of these agencies are private corporations operating on a fee-for-service basis set down by government regulations. Some private agencies operate a range of programs of which only some qualify for government assistance. Examples of this type include settlement houses that are funded for recreation or leadership programs, and YM - YWCAs that are publicly supported for their programs of assistance to new Canadians. Finally there is a very large number of organizations that receive little or no public funding.

Service clubs, Big Brothers and the Scott Mission are among this class.

Most private agencies are concerned entirely or primarily with the provision of service. The types of service offered cover the entire spectrum of community and social services. Other organizations are concerned mainly with bringing attention to social problems or needs with a view to stimulating others to take appropriate action. In this category fall such organizations as the Ontario Anti-Poverty League and most Social Planning Councils. Some agencies, such as church-based organizations and Operation Family Rights (an active Toronto self-help and welfare advocate group), combine the two functions.

Common to all these private organizations is some degree of volunteer participation. Usually the groups have a volunteer board of directors, comprised of people from the community who devote their time to overseeing the management, determining the policy, and promoting the objectives of the organization. Frequently a large responsibility of these directors is the raising of the necessary finances. It is to these people that Ontario owes the vitality of the private social service sector and the mix of public and private initiatives that characterize our system. Often, through advocacy for particular agencies or the issues they espouse, they have provided the major thrust of the pressure that has developed for greater public involvement and responsibility in this field.

Private organizations also have utilized varying numbers of volunteers in the actual provision of services. These are the people who devote their time and energies to helping others in direct and immediate, though diverse, ways - through counselling, chauffeuring, coaching, visiting and teaching. Through this kind of voluntary participation comes the release of much of the

creative and compassionate energy of Ontario's people in a manner that improves the quality of life for both the recipients of the services and the volunteers themselves. Self-help groups, of course, manage to combine the roles of provider and beneficiary in a direct and highly successful manner.

Another important and distinct, though not always separable, role that volunteers play is in giving financial support to private agencies. Nearly all these organizations depend on some degree of private (as opposed to public - that is, government) support, even if only for certain capital and "frill" operating purposes; the vast majority of them depend heavily and often entirely on private contributions.

Emerging Trends

Historically, social services were initiated in the private sector by churches and charity organizations. Traditionally, non-government social service agencies operated with funds received primarily from three sources: endowments, annual gifts from individuals and corporations, and fees charged for programs. Inevitably, as the demand for services grew, the cost of providing them increased, and the traditional financial resources became inadequate to support all the services that recipients had come to expect from these organizations. Also, over time many social service and welfare functions were assumed by government and provided through a parallel delivery system.

Confronted with rising costs and rising expectations, the private service organizations turned to government for either financial support or relief of the responsibility for program delivery. The voluntary associations succeeded in persuading legislators

that the services that they had been providing were in fact in the public interest and should be public responsibilities, and the public sector subsequently was extended. Government reacted to these rising expectations of people for a wider range of services by providing either universally available programs or programs with restrictions on eligibility (such as a requirement to pass a needs test). The result has been a great increase in government staff and programs at a rate of growth far in excess of the non-government social service sector. Another result of this trend is that it has become difficult for some people to make a clear distinction between the publicly and privately operated systems.

The difficulties of non-government agencies have been identified by many as primarily financial. We suggest, however, that this analysis is an oversimplification, focusing on only one aspect of a range of problems. Essentially, both the government and private sectors are in the same situation. Both have difficulty attracting the level of financial support they they desire; and, perhaps even more importantly, both lack a clearly defined role and clear objectives. The difference between the public and the private sector is the availability of tools and approaches for seeking solutions to their difficulties. For example, government has the assurance of at least a basic allocation of annual tax dollars, which the private social service agency obviously does not have. Moreover, private organizations often find it difficult to drop uneconomic services or programs because the terms of reference of the United Funds or of endowments may be so specific and limiting that shifts in program direction will result in a loss of revenue.

Many traditional organizations have had their base in the community undermined as a result of increased

geographic and social mobility. This has made it difficult for them to recruit volunteers, to reach participants for activities, to gain financial support, and most importantly to present a clear sense of purpose to the community. In addition, most non-government organizations are not large enough to utilize the cost-reducing mechanisms used by large industrial corporations. For example, few organizations are sufficiently large that bulk buying or computerization of functions will result in any reduction of costs; indeed, such sophistications often are quite unfeasible. As a result of pressure for increased services, both the private and the public sectors have attempted to expand their activities.

With the rise in expectations and the blurring of the distinctions between services offered by the public and private sectors, we find a situation where a large proportion of private agencies now receive some type of public support through recurring government grants, purchase of service, support for specific innovative or demonstration projects, or non-recurring grants. One phenomenon of the times is the emergence of a large number of short-term, ad hoc organizations created to fill gaps in services, to meet fairly specific needs, and to supplement programs offered by government and the private sector. The creation of these projects and programs has involved numerous minority and low income groups in social welfare programs, with the result that they have become politically sensitive to their situation and all its implications. This political awareness has in time added to the pressures on both the public and the private sectors for additional or enriched programs. It has also resulted in the felt need for improved communication in all aspects of the system.

Usually the expectations of government for the private sector are based on the assumption that the private sector will complement and support government programs and policies, contribute its comments on policy, and provide an outlet for the leisure time of the citizens that will add to the services the government is providing. Historically, government also has assumed that the private sector will innovate and develop new programs.

The private sector has a number of expectations of government that arise out of its perceptions and involvement. Here a paradox exists in that citizens simultaneously want both more and less government involvement and control in their lives. The private social service sector assumes that government will listen to it, that government will leave it free to undertake the activities that it wants and is committed to, that government will provide dollar support, and that government will change its programs in response to private sector perceptions of the needs of the community. In addition, there is an expectation that innovations will be supported financially and that the successful projects will become part of government's range of program options.

As can be seen, the situation is filled with many incompatible assumptions. It is this problem of defining the relationship between the Ministry and the private sector that needs to be attacked. Points such as choice, variety, appropriateness of delivery methods to local needs, coordination, integration, the Ministry's need for involvement in local social planning, and the principle that the Ministry should be involved in service delivery only when there is no other organization which can appropriately or capably do so, all suggest the need for a review of the relationships between the

Ministry and private community and social service organizations.

If in the past both the public and private sectors have concentrated on keeping up with the times by program innovation and adaptation, the time has now come to redirect some of their energies to developing a sound philosophic and managerial base for future growth. If services are to play a role in influencing the rate and direction of change in society and to contribute effectively to the improvement of the quality of life of our citizens, then more attention will have to be paid to developing the management skills and style necessary to enable our institutions to adapt to changing contemporary conditions. The definition of respective roles is essential if maximum use is to be made of the existing skills. Only through cooperative and effective planning, involving both the public and the private sectors, can this kind of foundation be laid.

Social Planning

Voluntary Social Planning Councils, usually with a limited number of professional staff, have long had an interest in the delivery and planning of services at the local level. The range of activity of the Councils in Ontario is wide, including making recommendations for the allocation of dollars raised in the private sector, coordinating services, local priority setting, reviewing existing services, and advising local governments of gaps in services.

Much valuable work has been done by the Social Planning Councils in the voluntary sector in the form of information gathering about existing problems and recommendations for action that can be taken by

cooperative effort. It is apparent, however, that the kind of social planning that is necessary at the local and area levels cannot be accomplished by existing Social Planning Councils, even if they are given substantially increased financial support. Two of the problems underlying their current activities are lack of agreement as to their formal linkage to other systems and a definition of purpose for social planning.

At the local level a degree of planning and allocation of money for social resources take place through the United Funds. The Funds have found it necessary to set eligibility standards for the allocation of funds as a result of a growing gap between agency requests and actual dollars raised. A transition has gradually taken place from a campaign to raise necessary funds to an agency with its own criteria for prioritizing community needs and allocating funds. In the development of priorities, the United Funds, sometimes in conjunction with the voluntary Social Planning Councils, have tried to recognize the level of program and service offered by all levels of government. The problem is that the Funds must try to define areas of priority and service for voluntary dollars without being able to comment or act on areas of primary and universal need; in fact, programs of United Fund agencies dealing with needs of a basic and universal nature are probably beyond the financial resources of the voluntary sector. Organizational change is nearly always difficult and slow, given the tendencies of organizations towards self-preservation, reinforced by the autonomous nature of the private sector agencies who are participants in the United Fund campaigns. This characteristic makes it even more difficult for the Funds to influence substantially the pattern and nature of the services they finance.

The kind of social planning that is currently possible within the private sector is limited to cooperative effort that will not threaten the existence of the voluntary agencies. When United Funds or Social Planning Councils have moved outside this boundary - principally through operating a direct service program or assuming administrative control - the result has often been further confusion as to the basic objectives of social planning.

Voluntary Social Planning Councils have neither the mandate nor the power to attack the causes of problems that we find in our complex society. The new Ministry structure, however, has the potential to develop a system that can deal with these issues in a more comprehensive manner than has heretofore been possible. With regionalization and decentralization of government services in this and other Ministries, we now have an opportunity to devise a comprehensive planning structure that can influence the entire pattern of social service delivery.

Planning at both the area and the district levels can become an important adjunct of the government's central policy coordinating structure. Coordination of the programs of the several Ministries in the field is important for the maximization of program impact. Similarly, the planning mechanism must attempt to harmonize the efforts of other levels of government. In these dealings with other Ministries and with federal government agencies, Community and Social Services officials should concentrate on developing a sense of partnership in a joint endeavour.

This sense of partnership is equally important in the Ministry's planning relationship with local governments and private agencies. In these instances, however, there is a significant difference in the

relationship, since the Ministry is in a position to affect directly the financial and other support that it will provide for the attainment of agreed objectives. This financial and consultative power, a direct result of decentralization of authority to field offices, should be used more as a magnet than as a club. Effective planning, including role definition and program and financial decisions, requires the willing and open participation of all who are in a position to contribute, be it through knowledge, ideas or control of resources. If it becomes clear that effective decisions are in fact being made through the planning process, participation in that process will become increasingly attractive. If the process can be seen to effect a definition of roles and to influence the allocation of resources, it will demonstrate that the Ministry is serious about working towards the attainment of its goal and objectives and is actively encouraging the private sector to contribute to this effort.

Careful attention will have to be paid to the actual structure of the mechanisms developed for social planning. The structure should certainly allow for participation by those who have responsibilities for providing or financing services. Means also will have to be devised for ensuring the participation of representatives of the people served by the system as well as of those citizens representing specific viewpoints, advocating specific causes, or possessed of relevant information or expertise. In this connection, we are sceptical that a system of advisory groups that have no clear responsibility, explicit mandate or direct relationship with the organizations comprising the delivery system will be able to contribute significantly to the planning process.

Preventive Services

As has already been demonstrated in practice, private service organizations can be particularly effective in developing and operating programs focusing on prevention and early intervention. There are many existing examples: programs of self-help where individuals in like circumstances get together to assist each other in dealing with their mutual problems; recreation and leisure activities that utilize volunteer leadership to conduct sports leagues and fitness classes; informal education programs dealing with leisure or retirement activities, and programs that enrich people's lives through such cultural activities as crafts, art and theatre; and programs that are aimed at early intervention for specific populations, to prevent or to offset possibly harmful circumstances. An example of the latter is the "after four" program developed for latchkey children. This program is an attempt to provide a supportive environment where children can engage in creative activities that will provide them with additional enrichment beyond what they are likely to receive in extracurricular school programs. It also offers a valuable service to parents who would otherwise have to leave their children unsupervised in the community after regular school hours. The private sector social service organization, with its potentially close connections with neighbourhoods, can tailor all these programs to the specific needs and realities of the local community.

Much has been written about preventive programs and early intervention. One point on which there is common agreement is that the job cannot be handled solely by government or by full-time professional workers. In either case, the dollar costs would be prohibitive. In addition, it is often suggested that volunteer workers

with private agencies are better able to provide insights into the needs of the individual because they are familiar with his situation and aware of the community context in which he must function.

The opportunity that the Ministry now has to integrate the delivery of provincial programs and to participate in social planning should increase the use of programs for prevention, support and development by both sectors. It has been suggested in the past that social programs should be perceived as services available to the entire community, rather than as programs only for "casualties". With the broad scope of responsibility that the Ministry enjoys, it can begin to operate and plan with the total community as its focus.

Some Aspects of Governmental Support

An important part in developing the social service network of communities has been the giving of small grants to various private sector agencies and community organizations. In the previous Ministry organization, these funds for demonstration, innovation and support were included primarily in the budgets of the Research and Planning Branch and the Community Services Division. Although they constitute a small percentage of the total Ministry budget, these grants are very significant in the budgets of private sector social service organizations.

Through the decentralization of authority in the new structure and through active Ministry participation in social planning, a comprehensive review of priorities and delivery agents should take place and support for innovation and demonstration should become an integral part of the district and area concerns. As

a general rule, however, we think the Ministry will be wise to avoid pressures for full financing of private sector agencies. There are instances, of course, where full support is warranted - for example, where an organization is providing a service which otherwise would have to be delivered directly by the Ministry. But in the main we think that vitality, relevance and community involvement are aided by the requirement for local services to raise at least a portion of the agencies' necessary finances.

One of the weaknesses of the current system is the widespread uncertainty as to how demonstration projects become ongoing programs. The innovative demonstration grant projects should be reviewed by representatives of the grant recipient, clients of the program, and Ministry staff from the field, program development and policy areas, for the purpose of determining what aspects of the demonstration, if any, can be utilized in other delivery systems. Points considered in this review should include the feasibility of replicating the demonstration, anticipated cost increases or decreases, the possibility for the integration of the development with other systems, and aspects of similar programs that may need to be modified in light of the demonstration.

If the role of the private sector includes innovation, then the endeavours that it undertakes, either utilizing its own resources or supported through grants, need to be evaluated and the steps and mechanisms by which projects are included in the range of program options need to be clarified.

The Value of Innovation to Government

To be effective, the delivery staff of the

Ministry and of other public organizations must have access to a range of delivery options. Given support through non-statutory grants, the non-government sector can provide or demonstrate alternative approaches to an issue and encourage a developmental and preventive attitude in the Ministry.

A dynamic organization can simultaneously utilize many different approaches, strategies and programs to achieve a single objective. This direct experience of alternative approaches is an important aspect of program development and is a necessary element in translating policy into action. Of particular interest are the formal organizational structure and staffing arrangements that are sometimes overlooked in the concern for benefits and outcome. This area of operational context is a necessary aspect of program and policy formulation, and a vital community-based social agency can contribute important inputs to the deliberations of government on the question.

Advocacy as a Private Sector Role

The concept of advocacy, familiar to the court and judicial system, is increasingly being used to bring pressure to bear on social systems and organizations. Central to the consideration of the contemporary advocate is a concern for an equitable distribution of resources and services to people.

The use of an advocacy stance and tactic can be attributed to several developments in Ontario's society. First, many services that were previously thought to be charity are now considered to be part of a universal basic rights package. The absence of these

services, or the difficulties that people have in using them, raises considerable public concern that often is expressed in a campaign to effect change. Second, Ontario lacks an effective public information program. This compounds the problems of difficulties and inadequacies in service delivery, and also leads to a lack of public understanding and support for social services. Third, the piecemeal, uncoordinated planning approach used by all levels of our system has resulted in complex delivery arrangements that are difficult for many people to understand. The frustration that is often caused by these factors has led individuals and groups to adopt an advocate stance or on occasion to confront government members and officials directly.

The rights and treatment of children, native people, the elderly and the handicapped are examples of issues around which interest and pressure groups form. The Ministry must and will become involved in discussions of such issues, even if Ministry policy is not the initial point of contention. For example, it is a short step from the current concern for and examination of the rights of children in the Juvenile and Family Court system to a review of its impact on Children's Aid Societies and children and youth institutions. Issues such as these cannot be confined to the interests of a single agency or Ministry; and as we point out in our Report on Ministry Role and Capabilities, there are many areas in which the Ministry will have to maintain an active interest even though the prime responsibility rests elsewhere.

The use of advocacy by citizens and voluntary organizations has been paralleled by an interest in this tactic by professionals in social service organizations. Increasingly, social service education has stressed the role of the professional as an advocate

who is responsive to the needs of clients and who endeavours to increase the quality of service provided. The struggle of professionals and volunteers against blocks in the system that deny people their full entitlement has resulted in many improvements in the social service delivery system, and we can assume that the advocate stance will continue to be an aspect of the private sector role. It is an important challenge for the Ministry to be able to deal with these emerging issues and indeed to accommodate the legitimate advocacy function of the private sector into the planning process.

Ministry Support of Volunteerism

One way the Ministry can increase its cost-effectiveness in guiding the systems for which it is responsible towards its goal and objectives is by helping to increase the supply and effectiveness of volunteer workers. The first Interim Report of the Select Committee on the Utilization of Educational Facilities pointed out a number of areas where the Ministry of Community and Social Services could play a leadership role in establishing supportive programs of informal education and leisure, using volunteers, that would both enrich the lives of citizens and help to develop a stronger sense of community. Many other areas are open to such an approach. The devotion of even a small part of the Ministry's resources to recruiting, training and supervising volunteers would be rewarded handsomely.

The Ministry should seek out, develop if necessary and utilize an active, direct support mechanism for volunteerism. Wherever possible, this

mechanism should involve a partnership agreement. One obvious vehicle for this purpose is the volunteer bureaus found in many Ontario communities. These bureaus have the role of providing a pool of volunteers and supportive services to both public and private organizations operating in the education, health, community and social service fields. Some bureaus, like that in Belleville, have demonstrated the scope and vitality that volunteers can bring to a community's service system. Where such bureaus do not exist, the Ministry should encourage their establishment and in the meantime make specific arrangements on a project basis. The kind of support the Ministry can give is primarily financial and consultative, although special training and supervision also may be appropriate in some circumstances.

While most volunteers will undoubtedly work in the private sector, there is ample evidence that they can be of great assistance to public organizations in service delivery. Hospitals, municipal recreation programs and old age homes are examples of areas in which private citizens have assisted government in the operation and enrichment of services. It is our hope that all organizations in the system, both public and private, will constantly assess their operations to determine whether there are ways in which volunteer services can help them to achieve their objectives.

Utilizing volunteer recruits is not always a simple or easy thing. Training, supervision and role definition vis-à-vis the professionals have proved to be areas in which difficulties can arise. It is appropriate for the Ministry to direct its attention to these matters, an effort that will require the cooperative involvement of field and program development staff as well as people from the private sector. We are convinced that the effort will result in a system

that can economically and effectively contribute to the attainment of the Ministry goal.

APPENDIX A

SPECIAL ASSISTANCE AND SUPPLEMENTARY AID

SOME ANOMALIES

APPENDIX A: SPECIAL ASSISTANCE AND SUPPLEMENTARY
AID - SOME ANOMALIES

In addition to the emergency, initial and other general assistance provided by the municipalities, The General Welfare Assistance Act extends discretionary authority for two other classes of assistance. The first of these is supplementary aid which may be provided, at the discretion of the municipality, in monthly sums not exceeding \$20 to recipients of "governmental benefits". Other funds for special needs are called "special assistance". These discretionary payments may be provided to persons in need - that is, including recipients of general assistance. These latter are not precluded from eligibility by the definition of recipients of governmental benefits. Thus "special assistance" may often be given for the same purposes as supplementary aid, but the definition of eligibility and the determination thereof may differ. The dollar maximum also does not apply. Interestingly, if a municipality provides, say, \$25 for drugs, the benefit is called special assistance. If the payment were only \$20, it might be called supplementary aid. This distinction is important in that the provincial rebate to the municipalities is 50 per cent for special assistance and 80 per cent for supplementary aid. According to the wording of the regulation, the first \$20 of the \$25 payment cannot be classified as supplementary aid. The anomaly of this situation is expressed as follows:

	<u>Municipal Assistance</u>	<u>Provincial Rebate to Municipality</u>
Supplementary Aid	\$20.00	\$16.00
Special Assistance	25.00	12.50

One can readily recognize the dilemma faced by a municipal welfare administrator who, although afforded

certain discretion by council, is subject to exercising it within monetary constraints. If he meets the total need of \$25, he recoups a smaller subsidy than if he provides only \$20 assistance.

Another problem arises with respect to the determination of eligibility. Although the needs test for supplementary aid is merely the ascertainment that the applicant is a recipient of government benefits, the same form of needs test may be applied as for general assistance. Because of the "minimum shelter" provision in the Family Benefits program, this may result in a Family Benefits recipient being deemed ineligible for supplementary aid. This situation might develop also by virtue of the fact that certain items, notably travel and transportation, might be included in the Family Benefits allowance calculation but not in the General Welfare Assistance budget. Since January 1, 1973, rates for ordinary needs in the Family Benefits program have been generally higher than those in the General Welfare Assistance program. Here again, an applicant for supplementary aid, although eligible as a recipient of a governmental benefit, may be considered ineligible since the municipality in exercising its discretion may choose to use the General Welfare needs test.

It appears that one of the reasons underlying the provisions for supplementary aid and special assistance is an attempt to recognize and allow for regional variations in such items as shelter costs. When one looks at this particular item, however, a curious effect is evident. Expanding the previous example, the following picture develops when public housing is introduced into municipal costs. Gross shelter costs exceed the Family Benefits budgetary component by \$25.

Monthly cost to municipality if \$20 supplementary aid paid

$$20\% \times \$20 = \$4.00$$

Monthly cost to municipality if \$25 special assistance paid

$$50\% \times \$25 = \$12.50$$

Monthly cost to municipality if \$25 public housing subsidy is paid in addition to F.B.A. rent allowance

$$7 \frac{1}{2}\% \times \$25 = \$1.88$$

It is our understanding that average unit subsidies for public housing approximate \$1,200. If this were the case in the above example, assuming that the recipient moved to public housing following refusal of supplementary aid or special assistance, the municipal monthly cost would be

$$7 \frac{1}{2}\% \text{ of } \frac{\$1,200}{12} = \$7.50$$

Naturally such anomalies compound the striking of rational policies in respect of such basic needs. They also reinforce the need for a comprehensive review and overhaul of existing arrangements. Further compounding the situation described above is the fact that utility costs are provided under Family Benefits as part of the ordinary needs item. For most public housing tenants, however, the rental charge includes utilities. The cost to the public purse, assuming only \$25 monthly public housing subsidy, appears to be the same, but the benefit to this recipient upon moving to public housing could be \$25 monthly plus his former cost of utilities.

These examples are cited in an effort to illustrate anomalies and inconsistencies present in the existing system. They tend to indicate that, although

the underlying thinking is rational, the results have fallen short of the expectations. Perhaps this is the consequence of such factors as monetary constraints, interwoven complexities, and changing conditions and values.

APPENDIX B

MINISTRY SUPPORT FOR INSTITUTIONS AND FACILITIES

BRANCH	LEGISLATION	TYPE OF INSTITUTION
Homes for Aged - Office on Aging	Elderly Persons Centres Act	Social and recreational centre for elderly persons
	Homes for the Aged and Rest Homes Act	Home for Aged for persons over age 60 and Rest Homes for persons over age 21 requir- ing long term maintenance and supervision
	Charitable Institutions Act	Home for Aged
		Hostel
Homes for Aged and Office on Aging and Vocational Rehabilitation Services	Charitable Institutions Act	Half-way houses for Alcoholics

OPERATING RESOURCE	CAPITAL COST FORMULA	REVIEW METHOD
<p>Lesser of 50% of net monthly expenditure or \$1,250</p> <p>70% of net monthly operating and maintenance costs</p> <p>80% of completed cost not exceeding \$9/day for partial and non-paying residents</p> <p>Nil</p>	<p>30% provincial 20% municipal</p> <p>50% of actual cost of new building acquisition or alteration</p> <p>\$5,000/bed new building or addition - \$1,200/bed for acquisitions</p> <p>\$1,500/bed maximum or 30% of approved construction costs + 20% municipal</p>	<p>Proposals from municipalities or approved corporations. On demonstrated need.</p> <p>Proposals from municipal authorities. On demonstrated need.</p> <p>Proposals from Charitable groups. On demonstrated need.</p> <p>Proposals from Charitable groups plus municipality or demonstrated need.</p>
<p>Maximum \$7.20/day per resident grant</p>	<p>\$5,000/bed new construction</p> <p>\$1,200/bed acquisition</p>	<p>Local Boards - Ministry and Alcoholism and Drug Addiction Research Foundation</p>

BRANCH	LEGISLATION	TYPE OF INSTITUTION
Vocational Rehabilitation Services	Vocational Rehabilitation Services Act	Workshop
Children's and Youth Institutions	Charitable Institutions Act	<ul style="list-style-type: none">- unmarried mothers- troubled youth
	Children's Institutions Act	<ul style="list-style-type: none">- moderately disturbed- designated children requiring special care
	Homes for Retarded Persons	Retarded persons - normally adults
Child Welfare Branch	Child Welfare Act	Residential Institutions for wards
		Administrative facilities

OPERATING RESOURCE	CAPITAL COST FORMULA	REVIEW METHOD
Maximum of \$40 per month per person as determined by Director	Lesser of 25% of construction, acquisition, renovation or \$3.75 per sq. foot of floor area as approved	Proposals from Charitable groups based on demonstrated need.
80% of computed costs not exceeding \$9/day for partial and non-paying residents	\$5,000/bed new construction \$1,200/bed acquired premises	Proposals by Charitable groups. On demonstrated need.
80% of total operating costs, for partial and non-paying residents	\$5,000/bed new construction \$1,200/bed acquisitions	
Included in net budget	\$5,000/bed new construction \$1,200/bed acquisitions 25% of erection, purchase or acquisition costs	Proposals from individual societies

BRANCH	LEGISLATION	TYPE OF INSTITUTION
Day Nurseries Branch	Day Nurseries Act	Municipal Nurseries - Assoc. for the mentally retarded
Community Services Division	Community Centres Act	Community Recreation Activity

OPERATING RESOURCE	CAPITAL COST FORMULA	REVIEW METHOD
80% of care, operation and maintenance costs	50% new construction, addition or acquisition - 80% of cost of renovations of existing building. 100% of all costs under Project Day Care.	Proposals from Associations for mentally retarded and municipalities based on demonstrated need.
	Maximum of \$25,000 or 25%, whichever is less.	Applications by boards and municipalities.

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